#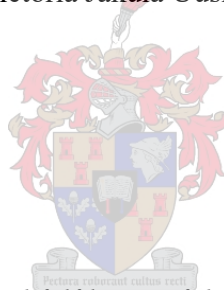 Implementation Evaluation of the Universal Primary Education Policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia

By

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*Thesis presented in partial fulfilment of the requirements for the degree
Masters in Public Administration in the faculty of Management Science
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DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (safe to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party rights and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

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ABSTRACT

This thesis evaluates the implementation process of the Universal Primary Education (UPE) policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region of Namibia. The literature review addresses the discourse of public policy, with a focus on implementation, and examines the complexities of policy implementation and how certain variables can directly affect the process of implementation. As a result, the different approaches and models of implementation that are discussed in the literature gives rise to a consensus regarding important variables that policy makers and implementers need to consider in order to ensure that successful policy implementation is realised. The variables referred to here are the 7 C's (content, context, capacity, commitment, clients and coalitions, communication, and coordination), which should be considered by policy makers and implementers in order to ensure a policy's success. The 7 C's were used by the researcher to formulate the data-collection tool, as well as for analysing and making sense of challenges facing the UPE policy.

The research findings relating to the UPE policy illustrate that the policy has not been updated since its initiation in 2013, which could prove to be problematic as it has become outdated. Stakeholders, such as teachers and principals, were also not involved in the formulation of the UPE policy. In addition, the tool used to achieve the policy is ineffective, as the UPE funds are allocated to schools too late. Data collected from the fieldwork further shows that some resources needed for implementation of the policy are inadequate. Furthermore, findings indicate an absence of a monitoring and evaluation system to track the progress of the implementation process of the UPE policy. The research concludes that there are indeed multiple factors hindering the implementation of the UPE policy at Khomasdal Primary school and Gammams Primary school.

The thesis makes the following recommendations: Making the UPE fund tool used to achieve the goal of the UPE policy more effective; updating the content of the UPE policy; provision of adequate resources needed to successfully implement the UPE policy; closer engagement with internal stakeholders and the external private sector; and the development of an effective monitoring and evaluation system. These stated recommendations will improve the effectiveness of the UPE policy only if the variables

that affect policy implementation are acknowledged and taken into account in the future. Although the main aim of the study was to evaluate the implementation process of the UPE policy, collection of empirical data has shown that, through its implementation and in achieving universal access to primary education, it has created a new challenge relating to "quality" of education.

OPSOMMING

Hierdie thesis evalueer die implimenteringsproses van die Universele Primêre Onderrig (UPO) beleid by Khomasdal Primêre Skool en Gammams Primêre Skool in die Khomas Gebied van Namibië. Die literatuuroorsig spreek die diskoers oor publieke beleid aan, met 'n fokus op implimentering, en ondersoek dan ook die kompleksiteite wat gepaard gaan met beleidsimplimentering en hoe sekere veranderlikes 'n direkte invloed kan hê op die proses van implimentering. As gevolg hiervan, word die verskillende benaderings en modele van implimentering bespreek in die literatuur wat gevolg gee tot 'n konsensus ten opsigte van belangrike veranderlikes wat deur beleidmakers. en -implimenteerders in ag geneem moet word om suksesvolle beleidsimplimentering te realiseer. Die veranderlikes waarna hier verwys word is die sogenaamde 7 C's (inhoud, konteks, kapasiteit, toewyding, kliënte en koalisies, kommunikasie en koördinasie) wat deur beleidsmakers en -implimenteerders in ag geneem sal moet word om die sukses van 'n beleid te verseker. Die 7C's is gebruik deur die navorser as 'n data invorderingsmeganisme, sowel as om die data te analiseer en sin te maak van die uitdagings wat deur die UPO beleid ondervind mag word.

Die bevindinge van die navorsing in verband met die UPO beleid illustreer dat die beleid nie opgedateer is vanaf aanvangs in 2013 nie. Hierdie bevinding mag problematies wees omdat die beleid verouderd is. Belanghebbendes, soos onderwysers en skoolhoofde, was ook nie betrokke by die opstel van die beleid nie. Ook die instrument wat gebruik word om die doelwit van die beleid te bereik is nie effektief nie, omdat UPO fondse te laat aan skole toegewys word. Data ingewin deur die veldwerk wys verder dat sommige hulpbronne benodig vir die implimentering van die beleid onvoldoende is. Verder dui bevindinge daarop dat daar 'n afwesigheid is van 'n moniterings- en evaluasie stelsel wat die vordering van die implimenteringsproses van die UPO beleid sou kon naspoor. Die navorsing kom dan tot die gevolgtrekking dat daar veelvuldige faktore is wat daartoe bydra om die implimentering van die UPO beleid by Khomasdal Primêre Skool en Gammams Primêre Skool te belemmer.

Die thesis stel dan die volgende aanbevelings voor: Die instrument wat gebruik word om die doel van die UPO te bereik moet meer effektief aangewend word; die opdatering van die inhoud van die UPO beleid; voorsiening van genoegsame hulpbronne om die UPO beleid suksesvol te implimenteer; nouer betrokkenheid van interne

belanghebbendes en die eksterne private sektor; en die ontwikkeling van 'n effektiewe moniterings- en evaluasie stelsel. Hierdie aanbevelings sal slegs die effektiwiteit van die UPO beleid verbeter as al die veranderlikes wat beleidsimplimentering affekteer, erken word en in die toekoms in ag geneem word. Alhoewel die hoof doelwit van hierdie studie was om die implimenteringsproses van die UPO beleid te evalueer, het die invordering van empiriese data getoon dat, deur die implimentering en bereiking van universele toegang tot primêre onderwys, daar 'n nuwe uitdaging geskep is naamlik "kwaliteit" van onderrig.

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ACRONYMS AND ABBREVIATIONS

EFA: Education For All

ECD: Early Childhood Development Programme

FPE: Free Primary Education

UPE: Universal Primary Education

NGOs: Non-Governmental Organisations

NDP: National Development Plan

SGB: School Governing Board

HIV: Human Immunodeficiency Virus

MDGs: Millennium Development Goals

SDGs: Sustainable Development Goals

AIDS: Acquire Immune Deficiency Syndrome

NHIES: National Housing Income and Expenditure Survey

UNICEF: United Nations International Children's Emergency Fund

UNESCO: United Nations Educational, Scientific and Cultural Organization

PPP: Public Private Partnership

CHAPTER ONE: INTRODUCTION TO THE STUDY

1.1 Introduction

This study seeks to evaluate the implementation process of the Universal Primary Education policy (hereafter referred to as the UPE policy) in the Khomas Region of Namibia, focusing on factors such as access to textbooks, trained teachers and infrastructure (sufficient classrooms) that hinder the provision of access to quality education.

In the apartheid era of the Republic of South Africa, prior to Namibia gaining its independence, entities such as the administration of education were controlled by South Africa. This led to the education system in Namibia being unequal, as it mainly focused on upholding apartheid policy rather than promoting an equitable education system for all, regardless of race. After gaining independence in 1990, the newly reformed government found it necessary to create an equitable education system in Namibia in order to address past inequalities caused by the apartheid regime (Government of the Republic of Namibia, 2002).

Education For All (hereafter referred to as EFA), along with constitutional provisions, played a major role in paving the way for UPE policy implementation in Namibia. As of 2013, Namibia became one of few sub-Saharan countries to have fully implemented the UPE policy. This was in correlation with the Namibian Constitution's Article 20(2), which clearly states that "primary education shall be compulsory and the state shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining state schools at which primary education will be provided free of charge" (Government of the Republic of Namibia, 1990). The implementation of the UPE policy has gained popularity in sub-Saharan countries over the years. However, despite its expansion, numerous pieces of literature show that efforts by countries to universalise education often lead to increased enrolment but simultaneously diminish the quality of that education. There is a possible correlation between dramatic increase in class size and reduced quality of education (The World Bank & UNICEF, 2009).

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1.1.1 Education For All: A Global Goal

Singal and Miles (2010:4) narrate that EFA is a global commitment that has the primary aim of ensuring that all children as well as adults receive basic quality education. This commitment is centred on the human rights perspective, as well as the general belief that education is of great importance to individual well-being and to national development. UNESCO (1990: 12) supports this by stating that education empowers people to be able to live their lives with dignity, contribute to their countries' development and, most importantly, uplift the quality of their lives.

According to Singal and Miles (2010:5), world-wide efforts to recognise and encourage EFA increased exponentially following the first ever 'World Conference on Education For All', which took place in Jomtien, Thailand, in 1990. The nature of this conference was vital because it acknowledged the fact that the majority of learners, especially learners who are vulnerable and are from marginalized backgrounds, were still largely excluded from education systems globally. This particular conference was a breakthrough in the development of thinking about inclusive education (Singal & Miles, 2010:5).

The EFA has six broad goals which are: To increase early childhood care and education; to provide free and compulsory education for all; to stimulate learning and life skills for young people and adults; to increase adult literacy by at least 50 percent; to attain gender equality by the year 2015; and to improve the quality of education (UNESCO, 2000:xi).

The international commitment to EFA was again echoed in the eight Millennium Development Goals (hereafter referred to as MDGs), which were developed by the international community (Singal & Miles, 2010:5). The MDGs are considered to be part of a comprehensive commitment that strives towards building a better world in the 21st century by aiming to reduce global poverty, promote gender equality and ensure environmental sustainability. The significance of education as a prominent tactic to reduce poverty levels globally is made clear in these international targets which aim to put an end to the cycle of exclusion from education which often leads to poverty (Singal & Miles, 2010:6). It is for this reason that the international EFA agenda is mostly focused on the

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second MDG, which is, "ensuring that all boys and girls *complete* a full course of primary schooling", or Universal Primary Education, by 2015 (Singal & Miles, 2010:6). According to the United Nations (2015:18), the second goal of MDG played an important role in the education sector as it ensured access to primary education for all boys and girls. It, however, became apparent that although access to education was broadened, the increased enrollment rates of learners in primary schools were not always accompanied by quality education. The Sustainable Development Goals (hereafter referred to as SDGs) are the successor and expansion of the MDG's. It is for this reason that the second goal of the MDGs has been incorporated into goal four on education of the SDGs, which is to ensure that there is inclusive as well as equitable quality education and promotion of lifelong learning opportunities for all.

1.1.2 Education Policy and the Namibian Context

Namibia places great value on her children, most especially the vulnerable and marginalised (Ministry of Education, Arts & Culture, 2018:iv). The Namibian government has developed national legislation including policies which promote the rights of children, such as the UPE policy which addresses the obstacles preventing children from accessing education. The policy encourages and advocates for an education system that is accessible, inclusive, equitable, and efficient for all children (Ministry of Education, Arts & Culture, 2018:vi).

Article 20 of the *Namibian Constitution* confirms that "[a]ll persons have the right to receive an education, and that primary education shall be free and compulsory (1990:14)." This is clearly evident in the Namibian government's efforts and commitment to ensure access to education for all Namibian children and their striving to achieve the SDGs. However, even though Namibia has made major progress towards achieving EFA goals through implementing the UPE policy, there are some barriers which prevent the policy from being implemented successfully. If these barriers are not addressed, the goal of EFA will be elusive in Namibia.

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1.1.3 Public Policy and Policy Implementation

Ranney (in De Coning & Wissink, 2011:6) defines public policy as "a declaration and implementation of intent". In essence, this stipulates that a 'policy' is initially a thought-out intention that will be carried out. Scholars such as Dye (in Stone, 2008:24) define the concept of public policy as whatever intentions the government/bureaucrats decide to carry out or not. This definition is indeed one of the most common and well-understood concepts to date because, for instance, when a government decides upon, or against, a particular decision it is in essence a 'policy making' process which leads to a 'public policy' being introduced or not. Dye's definition of public policy has also been accredited by researchers such as Burger (2015:11-12) in his Master's thesis who notes that: "Although his definition seems simplistic, it capitulates the true essence of policy making, in which even the absence of policy is itself a policy decision".

Other scholars, such as Hogwood and Gunn (1984:4) and Howlett and Ramesh (2003), have found it necessary to view the public policy process in terms of the numerous stages it passes through. According to Dunn (in De Coning, Cloete & Wissink, 2011:43), a process model is often most significantly observed as representative of what all countries throughout the world experience during the policy-making process. The model practically illustrates the stages of agenda setting, policy formulation, policy adoption, policy implementation and policy assessment, which all share a common ground when it comes to policy making.

Pressman and Wildavsky (1973:xiii-xv) define policy implementation as the process of developing, carrying out, accomplishing and ensuring that desired set goals or objectives are completed. As they clearly note: "Policies imply theories ... Policies become programs when, by authoritative action, the initial conditions are created ... Implementation, then, is the ability to forge subsequent links in the causal chain so as to obtain the desired result". In addition, Pressman and Wildavsky (1973) state that policy objectives are formulated by policy makers. Their research was tasked to evaluate the difficulties encountered in achieving stated objectives in implemented policies. In other words, they based their study on whether implemented policies reach the objectives stipulated in the initial policy document. They initially define implementation as "the setting of goals and actions geared

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to achieve them (Pressman and Wildavsky, 1973)". Equally important, they note that the individuals/governments implementing policies should ensure that they have sufficient resources and clearly outlined structures of the responsibilities of the policy implementers so as to control their actions.

Van Meter and Van Horn (1975:447-8) provide a more detailed and clearer definition of policy implementation. They describe this as "actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions".

1.2 Research Problem

The implementation of the UPE policy in Namibia is of interest and concern as there are certain factors that impede its success. Statistical evidence shows an increase in the number of learners enrolled at primary schools since implementation of the policy. Before the implementation of the UPE policy in 2013, the enrolment rate for learners in primary schools was 365 202 and in 2014 was 445 393, which is an 18% increase from 2012 to 2013. The jump was significant as enrolment rates in primary schools rose by 15% but between 2013 to 2014, enrolment rates only rose by 3% (Ministry of Education, Arts and Culture, 2014). However, the mission of the Namibian government to increase enrolment rates by implementing educationally inclusive policies, such as the UPE policy, potentially conflict with quality of education, which is hindered by a lack of proper and well-refined resources. It is one thing to say that education is free of charge but it must be considered how people on the ground are dealing with implementation of the policy. This study therefore seeks to evaluate the challenges to successfully implementing the UPE policy experienced at school level, focusing on suitable resources, such as access to textbooks, trained/qualified teachers and infrastructure (sufficient classrooms) that could hinder the provision of quality education.

In an interview in the New Era newspaper, the Minister of Education made a significant remark: "It is not just enough for children to have universal access to free primary education, but it is crucial that our children receive quality education and complete their

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primary education" (Anon, 2015). The aim of this research is to evaluate the implementation process of the UPE policy at Khomasdal and Gammams Primary Schools in the Khomas Region of Namibia.

1.3 Research Question

The study intends to answer the following question:

- What are the factors that are hindering the implementation process of the UPE policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region of Namibia?

1.4 Research Objectives

The research objectives of the study are as follows:

- To understand and describe the literature on education, public policy and policy implementation.
- To contextualise, describe and explain the UPE policy of Namibia.
- To make use of policy implementation approaches to analyse and describe the challenges relating to the implementation of the UPE policy.
- To assess whether the policy has reached its goal of providing "access to education" and whether the education offered is of quality, using indicators such as teachers' qualifications, accessibility to learning materials/textbooks and access to infrastructures, such as enough classrooms, by making use of policy implementation approaches.
- To offer some recommendations for improving the implementation of the UPE policy, using Burger's 7 C's protocols as an extension of Brynard's 5 C's protocols.

1.5 Research Design and Methodology

The researcher will briefly discuss the methodologies that were used evaluate the implementation of the UPE policy in the Khomas Region of Namibia at Khomasdal Primary School and Gammams Primary School. The approaches and methods aim to gain answers to the objectives mentioned above. The following will also be explained: the research design, population, sample, research instrument, data analysis, reasons for choosing the 7 C's protocols and research ethics.

With regard to the methodology that was utilised, the researcher made use of Burger's (2015) 7 C's protocols of policy implementation as an imperative and critical tool for analysing the data. This data was collected from a total of 8 SGB members through two separate focus group interviews, and questionnaires that were distributed to a total of 30 teachers as well as through interviews with two Directors of Education.

1.5.1 Research Design

In order to gain sufficient information to answer the research question, the study makes use of both non-empirical and empirical research methods. Non-empirical research methods are normally linked to secondary data analysis – this helps the researcher to understand the research through a review of existing literature that will familiarise the researcher with the component of analysis. This formulated the comprehensive literature review in Chapter Two of the study.

A qualitative research method was also undertaken to effectively assist the researcher in providing essential answers to the research problem. Interviews were conducted with the school governing boards (hereafter referred to as SGBs), as well as with the Directors of Education at the Head Office of the Ministry of Education in the Khomas Region. These participants were chosen because the researcher believes they will provide appropriate information to answer the research question and objectives. Primary data is often linked to quantitative research methods because it assists the researcher to address the study's

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research problem at hand. For the purpose of this research, questionnaires were also administered to the teachers, consisting of open- and closed-ended questions.

1.5.2 Population

The 2011 census counted 2 104 900 people in Namibia (National Planning Commission, 2012). In this research the target population is Khomasdal primary school and Gammams primary school in the Khomas Region of Namibia, and from each of those schools 15 teachers and a focus group of the SGB was chosen to participate in the study. Lastly, two Directors of Education at the Head Office of the Ministry of Education in the Khomas Region participated in the study by means of an interview.

1.5.3 Sample

1.5.3.1 Simple Random Sampling

The researcher chose the Khomas Region as the focus of this study because Windhoek, the capital city of Namibia, is situated within this region and because it is accessible. The researcher acknowledges that the study will not be representative of the whole country but it will help to explore the research questions. There are multiple schools within the Khomas Region, though the researcher was not able to focus on all of these due to the time frame. Therefore, only Khomasdal Primary School and Gammams Primary School were selected. These two primary schools were chosen using the random sampling method, whereby the researcher wrote down the names of all schools in the Khomas Region and then randomly selected two from a hat to be the focus of the study.

Furthermore, 15 teachers were randomly selected from each of the two primary schools. The researcher asked permission from the school principals to allow all the teachers to be present in the school staff room after school, so as to prevent the researcher from disturbing their lessons. Once all teachers were present, the researcher briefly discussed the study objectives. The teachers were then asked to write their names on pieces of paper, which

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were placed in a small box. The selected names became the participants in the study. The researcher then administered questionnaires to those selected teachers. The researcher left these with the teachers and collected them after four days so as to give the teachers sufficient time to complete the questionnaires.

1.5.3.2 Judgmental Sampling Method

The researcher scheduled interview sessions with the two Directors of Education in Windhoek at the Head Office of the Ministry of Education in the Khomas Region. During these sessions, open- and closed-ended interviews were conducted. These participants were selected because they helped the researcher answer the research questions due to their knowledge in this field of study. Furthermore, the researcher conducted two focus group interview sessions with the SGBs from both of the two randomly selected primary schools. The interviews were conducted on the day of the SGB's meetings at the schools. In order to avoid disturbing these meetings, the interviews were conducted once the SGB's meetings were over. During the interviews, the researcher explained the objective of the study to the SGB members. The researcher only conducted a focus group interview session with the members of the two SGBs that were available and present at the SGB meeting the day that the researcher collected data for the study. The researcher recorded the interviews to ensure that relevant information was not lost during the interview sessions.

1.5.4 Research Instruments

In this study the researcher collected data through questionnaires, interviews and focus groups. Questionnaires were administered to the teachers because they will permit the researcher to get sufficient information from the targeted respondents to help with the research findings by permitting the respondents to consider their responses carefully without being interrupted. Open- and closed-ended interviews were conducted with the Directors of Education at the Head Office of the Ministry of Education in the Khomas Region. Interviews in the form of focus groups were also be conducted with the SGBs. A

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consent letter to carry out the study was presented to the respondents and they gave their consent.

1.5.5 Data-Collection Procedure

The researcher gained written approval from the Directors of Education of the Khomas Region and showed this letter to the principals at the two selected schools, which were Khomasdal Primary School and Gammams Primary School in the Khomas Region of Namibia, in order to carry out the study in their schools. The respondents also completed a consent form for their voluntary participation in the study. The data collected from the two Directors of Education was collected on the 6th of June 2018 through interviews, while data collected from the teachers at Khomasdal Primary School was collected on the 13th of June and on the 15th of June 2018 the researcher collected data from Gammams Primary School through self-administered questionnaires. The data collected from the focus group interview with the SGB members of Khomasdal Primary was collected on the 28th of June 2018, while the data collected from the focus group of the SGB members of Gammams Primary School was collected on the 19th of July 2018.

1.5.6 Data Analysis

After collecting the data, it was analysed using the 7 C's protocols by Burger, as an extension to Brynard's 5 C's to evaluate the implementation process of the UPE policy. The data collected was imperilled by the evaluation of the 7 C's protocols by Burger.

1.5.7 Reasons for Choosing the 7 C's Protocols

The 7 C's protocols by Burger, as an extension to Brynard's 5 C's protocols, is a tool that can be used to understand as well as make sense of the complex nature of policy implementation. The following variables are contained within the 7 C's protocols model:

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Content, context, capacity, commitment, clients and coalitions, communication and coordination. The researcher clearly defines all these variables in Chapter Two.

The 7 C's protocols can be abridged as follows: The variables are established on the notion that the process of policy implementation is complex by nature. Furthermore, as clearly presented in Chapter Two, the variables are documented by multiple policy scholars. Lastly, these variables are simultaneously affected by one another.

Based on this summarised explanation of the 7 C's protocols, the following are the reasons why the researcher chose this as the instrument to analyse the collected data. First of all, the 7 C's strongly emphasise the complexity of policy implementation. In addition, the 7 C's protocols consist of the most critical variables, as agreed upon by numerous policy implementation scholars. To conclude, these variables effect, and are affected by, one another – this is significant as it provided the researcher with a beneficial and suitable tool with which to avoid technical hitches that might be experienced when selecting a more simplistic tactic for analysing data, which may result in conclusions that are untrustworthy.

1.6 Research Ethics

The responsibility of the researcher is to carry out the study in an ethical manner. The following ethics were applied by the researcher in the course of the study: anonymity of the respondents was respected at all levels and no names of the respondents are mentioned in the study. After data had been extracted from the questionnaire, the questionnaire was safely packed away in order to ensure that no third party could access it. The data that is brought forward in this study will only be used for the determination of successfully finishing the thesis.

1.7 Significance of the Study

The findings of the research could assist government to identify loopholes within the UPE policy. The findings of the research could also prove relevant to policy makers by

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encouraging them to carefully plan policies before approving those to be implemented. Significantly, Namibia implemented the UPE policy, yet no studies have evaluated the challenges experienced at primary school levels when successfully implementing the policy using the 7 C's protocols that are needed to effectively implement policies. Hence, the study aims to fill the knowledge gap by adding to the existing literature by extensively explaining how the 7 C's protocols are needed to effectively implement policies such as the UPE policy.

1.8 Limitations of the Study

The UPE policy was implemented in 2013 and is still a relatively new topic in Namibia, thus few articles and journals discussing the policy are available at the Ministry of Education, limiting the literature review. Another limitation was that, due to a lack of time, the researcher was unable to focus the study throughout all regions in Namibia; hence the study is only based on the selected schools, which are Khomasdal and Gammams Primary Schools in Khomas Region. This means that the results cannot be generalised to other regions throughout Namibia.

1.9 Definitions of Terms

Quality of education in this research entails learners being taught by teachers with a teaching qualification, as well as having access to learning materials/textbooks and infrastructure, such as enough classrooms (Government of the Republic of Namibia, 2002).

UPE policy entails that all tuition fees for state-owned primary and special education are abolished and school books and educational materials are provided to learners by the state free of charge until those learners are in Grade 7, or are 16 years old (Government of the Republic of Namibia, 2002).

School governing board refers to an advisory and governing body at school level. The school governing board represents parents, teachers and learners. This board is of great

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importance to the entire schooling community (Ministry of Education, Arts and Culture, 2016:2).

UPE fund refers to funds that primary schools receive from the Ministry of Education which are appropriated for the implementation of UPE (Ministry of Education, 2013:8).

1.10 Chapter Layout

The layout below is the outline of the study, with regard to the specific chapters.

1.10.1 Chapter One: Introduction

Chapter one introduces the study and also explains the basis for the study. The chapter further presents the research objectives of the study. The chapter further explains the research design and methodology of the study, which will focus at what the researcher will do and how.

1.10.2 Chapter Two: Literature Study

Chapter two of the study explains the wide-ranging literature review in respect of the study to be conducted. It extensively describes the discourse of public policy implementation.

1.10.3 Chapter Three: Legislative Framework of Namibia

Chapter three's objective is to provide a legislative and contextual background to the UPE policy of Namibia. This will provide the researcher with more detailed information as to how the Namibian legal directive tries to ensure that the UPE policy is successfully implemented by incorporating other legal and regulatory frameworks that extensively reference the UPE policy.

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1.10.4 Chapter Four: Fieldwork Results and Research Findings of Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia

Chapter four focuses on the findings which were yielded from the fieldwork through interviews which were conducted with the Directors of Education and through focus group interviews with the SGB members of Khomasdal Primary School and Gammams Primary School, as well as through questionnaires which were distributed to the teachers of Khomasdal Primary School and Gammams Primary School. The chapter also focuses on the application of the 7Cs protocols in order to assist in informing the conclusions about the status of the implementation of the UPE policy. The chapter will then present the findings of the fieldwork.

1.10.5 Chapter Five: Conclusions and Recommendations

Chapter five provides a summary of the core findings from the preceding chapters. The chapter will then provide some recommendations with regard to the research findings and a conclusion to the thesis will also be provided under this chapter.

1.11 Conclusion

In this chapter the researcher gave a brief introduction to the study. This part of the research also highlights how the education system in Namibia was prior to independence and how the Namibian government transformed education into equitable education after independence. In addition, the chapter shed light on what prompted the study by stating the research problem, as well as outlining research questions to help answer the problem statement. These questions were formulated in order to understand what existing literature has to say about the matter being evaluated.

This chapter further provides a representation of the design and methodology utilised by the researcher to carry out the study. The chapter first explains the research design,

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including the structured research schedule whereby interviews and questionnaires were directed at the specific respondents who are accustomed to and liable for the implementation of the UPE policy. Following this was the research sample and the selection of a research instrument in order to understand the data collected. The chapter further looked at the ethical considerations that were adhered to during the study. The significance of the study, as well as the definitions of terms were also explained. The following chapter discusses the literature review.

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CHAPTER TWO: LITERATURE STUDY

2.1 Introduction

This chapter reviews available classical and contemporary theory in an effort to understand the process of policy implementation. Policy scholars have provided informative literature on public policy and, more significantly, policy implementation; however, there is still a wide gap between policy formulation, policy implementation and service delivery (Burger, 2015:9). This chapter explores the theoretical body of knowledge on implementation research in terms of developing conceptual, theoretical, and practical understanding of the variables that affect policy implementation by engaging with scholarly thinking on public policy implementation studies. This exploration will be proceeded by a clarification on the important link that is shared between education and development within the context of primary education.

In addition, the researcher explores the rationality behind Sub-Saharan African countries implementing the UPE policy. The researcher further highlights the consequences that were faced by these countries after introducing the UPE policy, being clear that broadening access to education should not merely be a matter of increasing the number of learners in primary schools but should also prioritise quality education.

2.2 Education and Development

Ozturk (2001:20) states that education is one of the central factors of development. It is well known that a country cannot achieve sustainable economic development if it is not investing in human capital. Education is significant as it enables people to understand themselves and the world better. It further improves people's quality of life and it leads to comprehensive social benefits to individuals as well as to the society in general. In addition, education plays a major role in raising people's productivity and creativity levels as well as providing a platform for entrepreneurship, including technological developments (Ozturk, 2001:2). Education also assists in securing economic and social progress and it greatly improves income distribution.

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Ozturk (2001:2) notes that education and skills have gradually become the most vital determining factors of a person's and a nation's productivity. The 20th century can even be called the "Age of Human Capital" simply because the main contributing factor of a country's standard of living is based upon how well it succeeds in developing and educating the majority of its citizens. Kremer (2003:6) stipulates that when countries invest in education it contributes to the growth of human capabilities, which is an essential aspect of development. This notion is supported by Todaro and Smith (2011:359), who declare that a person greatly benefits from education in being able to learn how to read, communicate and argue and in being able to make sound choices in a more knowledgeable manner. Thus, this improvement of human capability as a result of education is a profoundly significant advantage of investing in education and the vital role it plays at the heart of development (Todaro & Smith, 2011:359)

It is imperative to note that no country has achieved an economic development that is constant without investing in its human capital (Ozturk, 2001:2). The delivery of education matters in any country. According to King (2011), education is essential to development and growth. It is because of the human mind that all developmental achievements are made possible, for example health improvements and agricultural inventions. In order for countries to gain access to these benefits completely, they need to make education accessible as it is the only major tool that can assist in unleashing the human mind (King, 2011).

A population's education and health status all play a prominent role in a country's economic development (King, 2011). When citizens are educated, it increases individual income which in turn improves their standard of living. Education is vital because it is a determining factor of economic development, employment, and earnings (King, 2011). It is imperative for countries to invest in education for development because of its positive effects on income and human capacity.

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2.3 The Importance of Primary Education

Ezekiel (2011:93) notes that primary education is vital in any education system as it serves as the basis for all other education by providing the learners with the necessary foundation for further education. Primary school years are further considered as an important period of the learners' education because it is during this phase that the Ministry of Education aims to shape the learners' confidence and aspiration to learn. Quadri (2001:12) describes primary education as the education made accessible to children between the ages 6 and 11 years. The success or failure of the whole educational structure is determined by the primary education level simply because the overall educational system is structured upon it (Quadri, 2001:12). This statement clearly shows that primary education is the most important education needed to successfully complete the other levels of education, such as secondary and tertiary education. Therefore, it is important that stakeholders in education do everything necessary to properly lay a foundation that is extremely solid to ensure its sustainability.

Umoh (2006:3) also supports the theory that primary education provides the learners with a basic as well as general knowledge of science. This is done by age-appropriately teaching them how to utilize and operate scientific objects and gadgets in order for them to be familiar and up-to-date with such significant introductory knowledge as they progress to other levels of education.

Primary education is vital because it contributes to assisting the children in developing intellectually, physically, morally, socially as well as emotionally. It also helps to develop and shape well-qualified citizens that have the capability of proceeding to secondary as well as tertiary institutes to be trained as professionals in multiple careers that are vital for the countries' development (Quadri, 2001:12).

Education is seen as a developmental agent and it is valued globally by all nations because it has assisted in numerous ways to bring liberation to mankind. As emphasised by Umoh (2006:9), primary education in particular assists in strengthening the learners' capabilities to enable them to climb the educational ladder that will lead them to secondary and tertiary academic levels.

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2.4 Understanding the Concept of Public Policy

As the research is evaluating the implementation process of the UPE policy, which is a public policy implemented by the Namibian government targeted at learners' primary education in Namibia, the researcher will define the concept of public policy as defined by various policy scholars. As Knill and Tosun (2008:1) put forward, policies centred on universal primary education are highly considered as public policies as they entail long-term action plans and are most significantly structured and envisioned to solve societal problems.

Ranney (in De Coning & Wissink, 2011:6) defines public policy as "a declaration and implementation of intent". In essence, this stipulates that a policy is initially a thought-out intention that must be carried out. Scholars such as Dye (in Stone, 2008:24) define the concept of public policy as whatever intentions the government/bureaucrats decide to carry out or not. This definition is indeed one of the most common and well-understood concepts to date because, for instance, when a government decides upon, or against, a particular decision, it is in essence a 'policy making' process which leads to a 'public policy' being introduced or not. Dye's definition of public policy has also been accredited by researchers such as Burger (2015:11-12) who notes that: "Although his definition seems simplistic, it encapsulates the true essence of policy making, in which even the absence of policy is itself a policy decision".

Amongst other policy scholars, Hanekom (in De Coning & Wissink, 2011:6) defines policy making as "the activity preceding the publication of a goal, while a policy statement is the making of the known, the formal articulation, the declaration of intent or the publication of the goal pursued. Policy is thus indicative of a goal, a specific purpose, and a programme of action that has been decided upon. Public policy is therefore a formally articulated goal that the legislator intends pursuing with society or with a societal group". As mentioned, this study will assess the implementation evaluation of the UPE policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia. This definition goes hand-in-hand with the study because the UPE policy is a detailed program of action by the Namibian government with the aim to ensure that the needs of the society are met in some way by ensuring that all children in primary schools across Namibia have

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access to education by abolishing school fees. As such, the researcher will make use of the definition termed by De Coning and Wissink (in Burger, 2015:27) when they define public policy as "a public sector statement of intent, including sometimes a more detailed program of action, to give effect to selected normative and empirical goals in order to improve or resolve perceived problems and needs in society in a specific way, thereby achieving desired changes in that society".

Other scholars, such as Hogwood and Gunn (1984:4) and Howlett and Ramesh (2003:6), have found it necessary to view the public policy implementation in terms of the numerous stages it passes through. According to Dunn (in De Coning et al., 2011:43), a process model is often most significantly observed as representative of what all countries throughout the world experience during the policy-making process. The model practically illustrates the stages of agenda setting, policy formulation, policy adoption, policy implementation and policy assessment, which all share a common ground when it comes to policy making. In addition, Dunn (in De Coning et al., 2011:43) regards the above-mentioned stages as "represent[ing] ongoing activities that occur through time. Each phase is related to the next, and the last phase (policy assessment) is linked to the first (agenda setting), as well as to the intermediate phases, in a non-linear cycle or round of activities. The application of policy analytic procedures may yield policy relevant knowledge that directly affects assumptions, judgments, and actions in one phase, which in turn indirectly affects performance in subsequent phases".

Table 2.1 illustrates the five basic commonly known steps of a policy life cycle as put forward by Howlett and Ramesh (2003:56). The table shows the different stages through which a policy passes, starting from introduction to implementation, and finally the assessment of the resources put forward against the intended aims and goals that initially determine the success or failure of that particular policy. However, researchers such as Burger (2015:13) argue that "[i]t is important to note that policy is rarely as neat as it is depicted in these models and/or figures, but it is often beneficial for analytical purposes to break policy making into components in order to better understand how policies are made". The awareness here is clearly not to illustrate an in-depth knowledge of the policy stages, but rather to try and fully understand the significance of the paths that implemented policies

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travel through. This is particularly significant as it correlates with the focus of this research paper on the implementation of the UPE policy.

Table 2.1. The Five Steps of the Policy Life Cycle

STAGES OF THE POLICY LIFE CYCLE	
Stage Name	**Description**
Agenda setting	Problems are identified by government/bureaucrats.
Policy formulation	Policies are introduced/established within governmental institutions to try to cater for the identified problem.
Policy decision making	Government formulates a precise course of action to deal with the stated problem.
Policy implementation	Policies are put into full practical action/effect by the government.
Policy evaluation	The results of the policies are assessed to see whether the policies were/are able to solve the stated problem.

(Source: Howlett & Ramesh, 2003:56).

2.5 Understanding the Concept of Policy Implementation

The literature on policy implementation is quite immense and policy implementation scholars such as Brynard (2005) have written much about its complications. A study carried out by Brynard (2005) notes that service delivery has been linked to multiple variables, including policy and policy implementation. He goes on to say that the most crucial question is how governments can improve policy implementation strategies to ensure successful service delivery.

Pressman and Wildavsky (1973:xiii-xv) define policy implementation as the process of developing, carrying out, accomplishing and ensuring that desired set goals or objectives are completed. As they note: "Policies imply theories ... Policies become programs when, by authoritative action, the initial conditions are created ... Implementation, then, is the

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ability to forge subsequent links in the causal chain so as to obtain the desired result". In addition, Pressman and Wildavsky (1973:xv) state that policy objectives are formulated by policy makers. Their research was tasked with evaluating the difficulties encountered in achieving stated objectives in implemented policies. In other words, they based their study on whether implemented policies reach the objectives stipulated in the initial policy document. They initially define implementation as "the setting of goals and actions geared to achieve them". Equally important, they note that the individuals/governments implementing policies should ensure that they have sufficient resources and clear outlined structures of the responsibilities of the policy implementers so as to control their actions.

Van Meter and Van Horn (1975:447-8) provide a more detailed and clear definition of policy implementation. They describe this as "actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions". For the purpose of this research, policy implementation is defined as the actions which are carried out by those at the forefront of the policy to assist in achieving the goals of the policy.

According to Hupe and Hill (2016:103), implementation takes place at the last stage of the policy process model. This simply means that implementation is setting any intended policy into action. Therefore, it follows the previous stages of agenda-setting and policy formulation. It is for that reason that implementation is often referred to as 'the rest'. This perception on implementation as an assumed left over in the attainment of policy goals indicates that little or no attention is paid to political scopes, leading to disappointing results in the implementation process (Hupe & Hill, 2016:103). Then again, methods of implementation link with a clear explanation on what happens at the street level when policies are implemented. It is important to note that people at the street level do not take implementation of policies for granted as policies directly affect them.

Hupe and Hill (2016:104) note that as soon as policy goals are stated and agreed upon, implementation is perceived as a political administrative activity. This is because of the top-down approach in which it often operates: policy goals are specified and decided upon by those at the top level and are targeted to those at the street level. When a policy is created, the intentions or goals of the policy come first before the actions to achieve the

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stated policy goal. The goal determines the instruments that will be used to achieve the policy goal and, thereafter, the instruments determine the results of the policy goal. Therefore, it is safe to say that policy formation is much more significant than policy implementation. This is because the formation stage of a policy will determine the success of the policies in the implementation stage. Implementation follows policy, in every aspect of the word.

Khan (2016:7) states that the performance of policy implementation is determined by three measurements: outcome of the policy; impact of the policy; and the extent to which the implemented policy leads to the development of the country or the general public as a whole. It is important to note that successful policy outcomes do not solely depend on designing good policies, but also concurrently depend on managing their implementation. Khan (2016:7) further adds that, before the early 1970's, policy implementation was deliberated as unproblematic as it was understood as simply putting the intended policy into practice. However, in the twenty first century, the performance of policy implementation is understood to be determined by the three measurements outlined by Khan.

Scholars such as Lipsky (2010:36) have identified constraints that are related to policy implementation. Many policies fail simply because the policy design may be poorly structured. In some instances, facilities are insufficient, or frontline implementers of the policies are unable to carry out the policy goal, due to lack of commitment. Lipsky (2010:37) explains that to overcome policy failure it is imperative that policies have clear goals. In addition, there must be adequate human, material and financial resources to assist in achieving the policy goal. It is imperative that frontline implementers be committed as they are the key in policy implementation. They need to be committed to the policy goals because lack of commitment from implementers often leads to implementation failure of policies. Furthermore, it is necessary to have mechanisms in place to monitor the implementation of the intended policy.

The following are approaches or mechanisms through which a policy can be implemented:

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- Top-down policy implementation approaches

Moon, Dickinson and Blackman (2017:7) note that, in the top-down policy implementation approach, the government is entirely liable for determining what is best for the citizens, for designing policies to solve societal problems and for describing how those intended policies should operate in practice. Elmore (1979:603) defines the top-down implementation approach as a system in which the government entirely controls the formulation of the policy, which is targeted at the citizens.

The top-down implementation approach showcases: (1) clear goals and objectives of the policy which are normally decided upon by those at the top level (government), (2) reasons for the introduction of the policy, (3) resources (capacity) which are needed to implement the policy. DeLeon and DeLeon (2002:6), however, emphasise that top downers (government) may in some instances implement policies that do not include the preference of those at the street level (citizens). This is crucial because policies are often targeted at those at the street level and if, their preferences are not included in those implemented policies, then the policy is liable to fail. Elmore (1979:603) therefore advises that governments which make use of the top-down implementation approach should have clear goals or objectives in order to limit the possibilities of 'policy changes' when policies are unable to reach their stated goals or objectives. It is worth mentioning that the implementers (the Ministry of Education) of the UPE policy in Namibia adopted the top-down implementation approach.

- Bottom-up policy implementation approaches

According to Moon et al. (2017:7), the bottom-up policy implementation approach is more concerned with engaging the citizens in the formulation process of the policy. Matland (1995:146) explains that implementers using the bottom-up implementation approach often commence their policy formulation by engaging both the target groups and service deliverers because they are of the opinion that target groups are the real implementers of policies as these policies are always targeted at them.

Lipsky (1980:3) states that bottom-up policy implementation is when a policy is implemented with both the perceptions of the citizens (target population) and the

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perceptions of those at the top level (government) in mind. Incorporating the views of the citizens in policy formulation is key to implementing policies successfully because they are the ones affected by the problems that the implemented policies intend to improve. Hence their opinions and views matter in policy formulation. Matland (1995:148) emphasizes that if the target groups (citizens) are not involved in the implementation process with respect to the identified problem in society, then the policy will most definitely fail.

- Network governance implementation approaches

Provan and Kenis (2007:230) defines network governance as a group of people or institutions who participate in policy discussions and are not accountable to the government (although the government initiates the development of the network). These people or institutions cooperate in an environment that is transparent as well as trusting and thus it encourages the participants to openly discuss their views in order to target a policy problem. In addition, government networks are specialised in nature, in that these particular networks are formed with regard to a societal problem that has come to the attention of the government and as such requires a policy response. Due to the loose arrangements of the network, there is room for freedom in terms of determining who will take part in the policy network. This is beneficial, especially when there are areas in the policy that are technical in nature and need individuals or institutions that have specific expertise to be involved in order to improve the problem.

Provan and Kenis (2007:238) note that governance policy networks should abide by the principles of good governance, transparency, as well as accountability in order to ensure that the public's interest is upheld. Policy networks ensure that there is fair representation of individuals in the formulation of the policy so that those who will be affected are included in having a say in the formulation process. They also have the liberty to participate in an environment that aims to solve problems and that listens to different ideas and approaches aimed at solving the stated problems. Individuals or institutions that participate in policy networks also ensure that there is proper funding so that when policies or programs are formulated and implemented, they are not hindered by lack of financial

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resources. Therefore, network governance plays an important role in public policy formulation

- Public Private Partnerships as an alternative implementation approach under New Public Management

Ndandiko and Ibanda (2012:12) note that governments play an important role in public service delivery. However, most of them face constraints as they do not have adequate financial and technological resources to effectively deliver services to their citizens. Public Private Partnerships (hereafter referred to as PPPs) are collaborations between the government and private sectors in order to assist in improving service delivery. This is attained through utilisation of assets and financial assistance. PPPs cover all aspects of collaborative arrangements that involve co-operation between the public and private sectors to assist in delivering government public policies, services and infrastructure.

Patrinos, Osorio and Guàqueta (2009:3) note that PPPs can participate in implementation of educational policies as they can assist countries in meeting their education goals. For instance, PPPs can increase access to good quality education for all through innovative means of financing education, which can be helpful most especially in developing countries. The challenge of meeting the fourth goal in the SDGs, which is to broaden education and ensure that the education is of quality, is a demoralising one, especially in developing countries where financial resources are inadequate. Making use of PPPs as an alternative implementation approach in implementing educational policies can help in assisting us to achieve the fourth goal of the SDG.

2.6 The Critical Status of Policy Gaps

An indication of policy gaps in most implemented policies is a gap between the content stipulated in the policy outline and the practice of the policy. It is almost as if these policies look good on paper but are not so in practice. Dlamini (2017:2), quoting Hallsworth, Parker and Rutter, argues that "there is a gap between theory and practice in policy-making, which

they attribute to the design of an unrealistic policy model or failure to appropriately put the policy into practice".

According to Madue (2008:200), policy gaps in South Africa often shine a light on challenges faced by the South African government in effectively linking the intention of the policy to its intended outcomes. Burger (2015:16), quoting Brynard, Cloete and De Coning (2011), defines a policy gap as "that which transpires in an implementation process between policy expectations and perceived results". Burger (2015:16) further quotes Khosa, stating that "the inconsistencies between public policy and implementation are mainly caused by unrealistic policies and a lack of managerial skills". Furthermore, he found an absence of people-driven processes and a lack of coordination within virtually all government sectors, which has significantly hampered policy implementation, adversely affecting service delivery.

The next section will look at the theory presented by multiple scholars with regard to policy implementation. This will assist with some prospects on challenges relating to policy implementation.

2.7 Theoretical and Conceptual Framework

Literature on policy implementation indicates that there are factors that could hinder the full success of implemented policies. Khan (2016:7) states that, if a policy has unclear goals and objectives, it can hinder the successful implementation of the policy. Hence, it is important that a policy has clear goals and objectives to ensure successful implementation of the intended policy. In addition, effective policy implementation is also hindered by inadequate human and financial resources, as well a lack of motivation from frontline implementers to implement the policy effectively (Khan, 2016:7).

According to Ikechukwu and Chukwuemeka (2013:64), effective policy implementation is hindered when implemented policies are over ambitious in nature. In most cases, when such ambitious policies are formulated it is often not a sincere effort to bring about change and solve societal problems within the societies, but rather it is done to boost the egos of

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the political leaders. The free education policy is an example hereof, for there are often insufficient human, financial and material resources for the government to successfully implement the policy. For example, countries around the globe which have implemented the free education policy have witnessed and experienced the ineffective implementation of the policy which resulted in deterioration in quality education to the point where some parents chose to send their children to private primary and secondary schools, even though the fees of private schools are very high (Ikechukwu & Chukwuemeka, 2013:65).

The literature reflected on diverse variables that could positively influence successful and effective policy implementation. Burger (2015:23) notes that Edwards and Sharkansky (1978) developed a model for implementation with the overreaching aim of answering two critical questions: "What are the main impediments that are hindering the full success of policy implementation?" and "What requirements are needed to successfully implement policies?". Three variables that play a crucial role in shaping policy implementation were identified as communication, resources and bureaucratic structures (Burger, 2015:23).

Though literature on the subject of public policy implementation proves to be broad and, in some instances, complex, some policy implementation scholars have agreed upon the same critical variables necessary to ensure successful policy implementation. Table 2.2 below shows different policy scholars who discuss the same variables needed to implement policies successfully.

Table 2.2. Critical Variables for Successful Policy Implementation

Variables	This or a comparable variable is also considered 'significant' by:
Content	Lowi (1963; 1972); Smith (1973); Van Meter and Van Horn (1975); Rein and Rabinowitz (1978); Barret and Fudge (1981); Mazmanian and Sabatier (1983); Sabatier (1986); Elmore (1985); Linder and Peters (1987)
Context	Smith (1973); Van Meter and Van Horn (1975); Berman (1978); Scharpf (1978); Scharpf (1978); Grindle (1980); Warwick (1982); O'Toole (1986); Migdal (1988)
Commitment	Pressman and Wildavsky (1973); Van Meter and Van Horn (1975); Berman (1978)
Clients/Coalitions	Pressman and Wildavsky (1973); Berman (1978); Rein and Rabinowitz (1978); Barret and Fudge (1981); Warwick (1982); Sabatier (1986)
Capacity	Savitch (1998); O'Toole (1986); Cloete (1999); World Bank (1997); Root (1996); Leipziger (1997); Campos and Root (1996)

(Source: Brynard, Cloete & De Coning 2011:146).

Table 2.2 illustrates the variables that most implementation policy scholars agree are necessary and effective for successful policy implementation. This study is structured on the theory of the 7 C's protocols by Burger (2015) as an extension of Najam 5 C Schemata and Brynard's 5 C's protocols for policy implementation, as these shed light on key variables that can be used and adopted to successfully implement policies. As Brynard (2005:16) explains, it is of importance to separate out any impediments that may hinder the full success of policy implementation. This can only be achieved if governments strategically use the 5 C's (now the 7 C's) to effectively lead them to implement policies successfully.

The 7 C's protocols by Burger (2015), as an extension to Najam 5 C Schemata and Brynard's 5 C's protocols, consists of the following variables:

- Content
- Context
- Capacity
- Commitment

- Clients and coalitions
- Communication
- Coordination (the final C)

The 7 C's protocols will be explained in detail below in order to describe measures that could help governments to successfully implement policies.

2.8 The 7 C's Protocols: Variables for Successful Policy Implementation

Brynard (2005:16) notes that "in understanding implementation as a complex political process, rather than a mechanical administrative one, the study of policy implementation becomes an attempt to unravel the complexity of following policy as it travels through the complex, dynamic maze of implementation; to understand how it changes its surroundings and how it is changed itself in the process; and, most importantly, to see how it can be influenced to better accomplish the goals it set out to achieve. While the maze through which policy travels in the course of its implementation is unique to each situation, synthesis of the accumulated scholarship on the subject suggests that critical variables which shape the directions that implementation might take are identifiable. Consequently 5 (now 7) such variables emerge which are important causal factors for a multitude of scholars adhering to otherwise divergent perspectives (top-down or bottom-up), working on differing issues (environment, education, etc.), in different political systems (federal, unitary), and in countries at various levels of economic development (industrialized or developing)". To improve public policy implementation there are now 7 C's protocols for policymakers/governments to adopt. These are detailed in the following sections.

2.8.1 Content

Lowi (1963:8) describes policy content as either distributive, redistributive or regulatory. Distributive policies provide citizens with public goods and redistributive policies seek to promote equality between citizens by redistributing wealth from one group of citizens to

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another. Regulatory policies refer to rules by which a specific institution and its individuals governs itself (Brynard, 2005:17).

Brynard (2005:17) further states that the content of the policy is significant not only in the approaches it will apply to reach its set goals/objectives but also in its determination to reach those goals and objectives. The importance of policy content is best described by Pressman and Wildavsky (1973:xv) as "a process of interaction between the setting of goals and actions geared to achieving them".

Three imperative elements are contained in the work of Najam (1995:39), taken from the work of Pressman and Wildavsky (1973), on implementation and policy as 'content'. The three elements are: (1) what that specific policy sets out to do; (2) how it problematises the perceived issue it is aiming to solve; and (3) the methods it will apply to address the perceived problem. These three elements are significant because it makes sense for every implemented policy to have detailed and structured content of what it sets out to achieve and how the issue at hand is problematised, as well as the methods it will carry out in order to address the perceived problem. Without a well-structured policy 'content', it is most likely that the intended policy implemented will fail as there is no proper 'content' guiding how the perceived problem in the policy is going to be addressed. This is supported by policy implementation scholars such as Brynard et al. (2011:147), who note that the content of the policy should be reflected within the mission, vision, and goals. In addition, the content of the policy should in essence contain activities as well as projects that will help to achieve the set goals/objectives in the intended policy.

However, it is significant to note that the three above-mentioned elements are not only necessary and important for the ways in which the policy content and implementation process is affected, but also how the other six variables of effective policy implementation are to be affected by them (Burger, 2015:25). For instance, Rein and Rabinovitz (1978), and Van Meter and Van Horn (as quoted by Burger, 2015:25, from Najam, 1995:40) state that "the goals set out by policy will likely have a direct impact on both the commitment of those implementing the policy and the characteristics of the actor coalitions supporting or opposing particular policies".

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2.8.2 Context

Implementation scholars such as Berman (1980:206) support the idea that a 'context free' theory of implementation will most likely not produce powerful clarifications or prophecies that are precise. The reality of this is closely based on the institutional context of political, legal, social and environmental realisms of the system (Brynard, 2000:180). Warwick (1982:182) states that "the most common difference between programmes that are carried out and those that fail is that the former links policy intentions to environmental realities, whereas the latter proceeds as if the environment were either invariant or irrelevant." The highlighted point here is strictly on the institutional context, whereby the environment is concretely formed by the greater context of the economic, social, legal and political realities in which it often finds itself (Burger, 2015:26).

According to Najam (1995:42), there are three actions that are commonly correlated with 'institutional context' that have to be executed within an institution. The first action is to pinpoint the core institutional actors influencing, or that will be influenced by, the implementation process. The second action is to trace interest and power relationships between those actors as well as between related institutions. Lastly, the third action is to recognise the characteristics within those institutions as influenced by the principal structure of the social, economic, political and legal platforms in which they serve their purpose. Burger (2015:26) made a significant remark by stating that 'context' as a variable plays a prominent role in contributing towards the success of policy implementation processes, as it classifies the key institutional players, the engagements within and between the significant institutions and the progressive nature of the relationship between the stated goals of the policy in question and of the role players, such as the policy makers responsible for implementing those policies.

2.8.3 Commitment

Warwick (1982:135) puts forward that "effective and efficient bureaucratic structures may be in place trying to implement policy, but without commitment from those role players responsible for implementation, nothing will happen". Governments may have logical

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policies in place in order to guide development in their countries, but if the individuals that are placed at the forefront to carry out these policies are unwilling or unable to do so, it is most likely that these policies will fail or have little effect on their intended goals/objectives. This point is supported by Brynard (2000:181) who affirms that it is of importance to ensure commitment at all levels of the policy implementation process, whereby commitment has to flow from government down to street level bureaucrats. This study seeks to evaluate the challenges experienced at school level to successfully implement the UPE policy.

Burger (2015:25) argues that there is a correlation between commitment and the other six variables whereby all variables associated with the 7 C's protocols will likely influence commitment and commitment will be influenced by them. In addition, he believes that commitment as a variable of the 7 C's protocols is in most cases linked with the perspectives of both top-down and bottom-up implementation processes and is an important variable in helping to successfully implement policies. The top-down viewpoint sees 'commitment' as being created by the policy content and capacity, which are most often controlled from the top (Burger, 2015:27).

2.8.4 Capacity

In the literature on policy implementation, 'capacity' has been viewed as an irregularity with regard to the other six variables (Burger, 2017:12). This is due to the fact that capacity has to do with resource allocation to essentially implement policies successfully. According to Brynard (2005:19), the capacity of the public sector to successfully implement policy objectives is closely linked to structural, functional and cultural abilities, for instance, the ability of government to effectively provide planned services intended to uphold the quality of life of citizens. This in turn refers to the availability of, and access to, resources, such as human, financial, material, technological, and so forth (Brynard, 2005). In the framework of service delivery, Savitch (1998:12) honours capacity building in terms of structural, functional and cultural changes of government in order to effectively use all

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available resources to achieve policy objectives. This in essence implies that resources are important variables to successfully implement policies.

The literature on implementation is more expansive on capacity as an effective variable for successful policy implementation than on any other variable (Brynard et al., 2011:148). It is for this reason that successful implementation relies on having the necessary management and other skills to do the job. That is, the capacity to implement an intended policy. However, Brynard et al. (2011:148) argue that this simple expression of the "capacity problem" might be misleading. For instance, the aspect of providing necessary resources is not as easy as it seems and merely knowing what resources to provide can be a daunting task. Furthermore, it can be observed as a political, rather than a logistical, problem – in the case of implementation itself, the allocation of resources deals with the following relevant questions: who gets what, when, how, where, and from whom (Brynard et al., 2011:148). These policy implementation scholars further stipulate that the essential question to understand how capacity as a variable can influence successful policy implementation is not only about what capacity is needed to achieve that, but also how exactly this capacity can be produced and operationalised.

O'Toole (1986:189) also puts forward resources as a critical variable. In contrast, Brynard et al. (2011:148) note that it is important to understand that the emphasis of both aspects of the literature on domestic implementation is on management 'capacity' or, although less so, on resources.

Policy implementation scholars, such as Brynard et al. (2011:150), make an important statement, noting that in order to successfully classify the driving forces of policy success, it is evident that one must essentially go back to the fundamentals of good governance. Equally important, Brynard et al. (2011:150) further note that, in establishing much-needed capacity for sustainable governance, the following conditions for success were identified from an assessment of the experiences of South East Asia:

- Dedicated, robust, capable and authentic political and administrative leadership and direction.

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- A clear, national vision and achievable action plans in strategic policy sectors must exist.

- Resources must be available, for instance people, money, supplies and information.

- Strong and operative strategic as well as operational management must be in place (which is the design, implementation, monitoring, evaluation and policy review).

- Social and organisational culture with a work moral that is robust must be developed.

- A considerable amount of good luck.

"Therefore, what is needed to achieve the policy implementation objectives for sustainable public service delivery seems to be both the commitment and the ability to implement in pragmatic ways which are appropriate in a given context" (Brynard et al., 2011:150). To successfully achieve policy goals, it is, therefore, imperative that those at the forefront of the policy be fully committed and have the capacity to ensure that the policy succeeds.

2.8.5 Clients and coalitions

So far, greater focus has been placed on variables that focus on government/bureaucratic mechanisms that are responsible for delivering policies (Burger, 2017:13). Implementation scholars have come to the conclusion that the success of any policy implementation process also depends on the target groups at which the policy is aimed. Therefore, it is of utmost importance that the government joins alliances and actively involves different interest groups and other outside players who actively support a particular implementation process (Brynard, 2005:20). Policy scholars such as Curtain (2000:36) note that a successful policy-making process requires involving people at the ground level for which the policy is being formulated. He further states that government should seek suggestions and opinions from the stakeholders during the policy formulation stage.

Rein and Rabinovitz (1978:314) put forward that "a power shift among the different outside interest groups produces a corresponding shift in the implementation process." It is crucial to have the ground level support and be actively involved in policy implementation – this could initially play a prominent role in the successful implementation process of the policy.

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Haddad and Demsky (1995:22) agree with the above-mentioned statement by noting that it is of crucial significance to involve different stakeholders in the policy-making process, because failure to involve these stakeholders may often lead to the implementation failure of the intended policy. Yaro, Arshad and Salleh (2017:1) support this view by arguing that the success of any implemented policy is solely dependent on and determined by the extent to which the public participates and are involved in problem identification, policy formulation and implementation of the intended policy.

According to Burger (2017:13), clients and coalitions will likely influence the other six variables discussed in this section and the six variables will likely influence clients and coalitions. Warwick (1982:189-190) recites that "the transactions most vital to implementation are those between the programmes and the clients". He goes on to say that "a programme's treatment of its clients and client reaction to the programme are interconnected, but not in any simple or deterministic fashion" (Warwick, 1982:176). It is evident that the 7 C's protocols for a successful implementation policy process work together simultaneously.

2.8.6 Communication

Equally important, communication is today regarded as the 6th C, in addition to Brynard's original 5 C's policy implementation protocol (Burger, 2015:30). According to Brynard (2005:21), 'communication' plays a vital role in all of the above-mentioned variables of policy implementation, but at the same time it is of importance to classify it as a variable on its own. For instance, South Africa has 11 official languages, with English being identified as the administrative language. This implies that communication is vital and should be regarded as a variable of the 7 C's to be integrated by bureaucrats and outsiders (clients and coalitions) for successful policy implementation (Brynard, 2005:21). One could argue that communication plays an important role as a variable to successfully implement policies. For instance, government/policymakers can communicate with the people at the ground level (citizens) as to how the implemented policies are working (whether they are beneficial or impeding certain factors) and, from the gathered

information, the policy makers can then try to address gaps in the policies to make them successful.

2.8.7 Coordination (the final C)

Burger (2015) stipulates that concrete 'coordination' plays a significant role in the successful implementation policy process. Therefore, coordination can be classified as the seventh variable. Coordination is the "action of coordinating; harmonious combination of agents and functions towards the production of a result" (Panday, 2007:241). Coordination relates to measuring intra- and inter-organisational coordination and teamwork in the policy implementation process (Burger, 2017:15). As Burger (2017:15) recites from Robinson, Hewitt and Harris (2000), intra-organisational coordination has to do with the working relationship between departments, including agencies within a particular organisation, while inter-organisational coordination relates to the working relationship between numerous organisations, for instance, coordination amongst government/bureaucrats, non-government organisations and donors.

Furthermore, Burger (2017:15) cites O'Toole and Montjoy (1984), arguing that "converting policy intention (content) into action, requires those charged with execution (commitment) to cooperate (coordinate) towards the achievement of the policy. A lack of coordination in organisations, therefore, takes place when there is lack of communication, commitment and content in policy implementation."

The 7 C's protocols explained above are significant in this study as they acknowledge why some policies implemented by governments fail. Hence, it is significant to fully understand and integrate the 7 C's protocols to successfully implement policies and ensure that service delivery is carried out effectively for those at which the policies are aimed.

2.9 Programme Management and Implementation of Public Policy

It is of significance to realise and take note of the importance of programme management as a tool when it comes to implementing policies. Programme management has played a vital role due to its contribution towards improved service delivery not only in South Africa, but all over the world. The significance of incorporating programme management in policy implementation has been praised by policy scholars, such as De Coning, Koster and Leputu (2018:235), who note that "programme management has proven to be a vital ingredient and interference between policy development, planning and implementation". De Coning et al. (2018:235) stipulate that project management has significantly become known as a vital tool for service delivery. The above-mentioned policy scholars therefore are of the view that it is highly important to provide a clearer understanding on the correlation between policy and delivery, as well as the significance of programme and project management in this perspective.

For this study, it is important to have a clear understanding of the roles of programmes in the process of the policy. It is also vital to understand that policies are most commonly implemented through the usage of programmes (Van Baalen & De Coning, 2011:171). This clearly insinuates that it is not policies but rather the programmes that have a vital influence on policy implementation. These programmes are made up of multiple actions of the government, which are executed in a formally coordinated way through numerous on-going activities, including projects (De Coning et al., 2018:237).

De Coning et al. (2018:236) stipulate that programmes and projects as policy mechanisms are under extensive inspection, as policy failures are often accredited to methodological failings. The above-mentioned policy scholars argue that, amongst other things, numerous policy failures are caused by a lack of a precise understanding of service delivery capability, as well as policy programmes and projects that are not properly designed and are most commonly known for their prolonged existence rather than focusing on their extensive input toward meeting the needs of the public.

De Coning et al. (2018:238) define programme management in a public sector context as "the purposeful management and coordination of a portfolio of related projects on the basis

of geographical targeting, sectoral mix and functional focus in order to achieve programme objectives and outcomes". Burger (2015:30-31) quotes programme management scholars such as Pellegrinelli (1997) for providing the following advantages associated with programme management. First of all, it offers better project visibility and complete reports on the growth and progress of the projects being undertaken – this is significant because senior managers need to know the progress of projects to ensure that they are on the right path to achieve implementation goals.

Secondly, it arranges projects in a specific order, by explicitly classifying and managing each project's role within the organisation's complete growth. Thirdly, it provides ways and methods to use resources proficiently and properly. Fourthly, it ensures that the projects to be undertaken are only motivated by organisational, political or community needs, and also keeps a close eye on line managers to ensure that they do not exploit the projects for their own personal benefits. Lastly, it leads to enhanced and well-improved preparations and direction, which significantly decreases work backlogs and repetition of functions. Burger (2015:31) further quotes scholars such as De Coning and Gunther (2009), who are in agreement with Pellegrinelli (1997) on the benefits of programme management, alluding that "although these advantages cannot be taken for granted, programme management can use resources and avail them to projects and can keep up the drive to maximize implementation benefits".

2.10 Implementation Evaluation of Policies

Khan and Mizanur (2017:173) define public policy evaluation as an instrument utilised for measuring the performance and effectiveness of any implemented policy or program. Policy evaluation seeks to learn more about the consequences of implementing public policies. Lester and Stewart (2000:11) explain this more clearly by noting that the key principle of policy implementation evaluation research is that its focus is mostly on the activities of the public sector as well as its impact on society in general. It deals with the overall effectiveness of an implemented national policy in meeting its stated goals.

Wollmann (2003:13) emphasises that, in the field of public policy, policy implementation evaluation is defined as a logical tool and technique that sets out to achieve two aspects. Firstly, it involves examining an implemented policy or program in order to acquire all relevant information to the assessment with regard to its performance, which includes both the process and result. Secondly, it sets out to report the information it has acquired back to the policy-making process. Policy implementation evaluation is crucial and necessary as it involves looking backward at implemented public policies in order to make room for improvements (Wollmann, 2003:13). In addition, it acts as a mechanism for monitoring, as well as grading, government activities, including their results, so as to assist government officials in their future-oriented work to act in a more committed and competent manner.

Verdung (1997:4) explains that policy implementation evaluation involves scrutinising the inputs, activities and outputs involved in the implementation process of a policy or program. It also provides significant information with regard to the perceptions of the citizens at which the policy is targeted as well as the barriers affecting the successful implementation process of the policy or program. Rossi, Freeman and Lipsey (1998:39) emphasise that there are three main types of policy evaluation, which are: policy content evaluation, policy implementation evaluation and policy impact evaluation. Any research assessing any of these three stages of policy evaluation are vital, because suitable strategies which come from these stages would show better results with regard to the successful achievement of any implemented public policy goal. Hence, the relevance of this research.

Evaluating policy content entails evaluating whether the content of the policy clearly states the policy goals and clearly explains why and how the policy will bring about the change intended. Evaluating the content of the policy assists in understanding the implementation process of the policy. Evaluating policy implementation entails assessing whether the policy was implemented as intended. Evaluating the implementation of the policy is significant in helping to understand its effectiveness. In addition, evaluating the implementation of the policy assists in providing crucial information with regard to the barriers affecting the implementation success of the policy. Evaluating policy impact entails assessing whether the policy achieved the planned outcomes or impact. This study therefore aims to assess the implementation evaluation of the UPE policy at Khomasdal

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Primary School and Gammams Primary School in the Khomas Region of Namibia in order to identify and understand factors that may be hindering the implementation success of the UPE policy.

When policies are implemented, it is imperative that there are adequate resources, such as human, physical and financial resources, in order for policies to succeed (Rossi et al., 1998:45). With this in mind, implementation evaluation is conducted in order to evaluate the success of the policy. The implementation process, in most instances, concentrates on the following questions: "What is the policy? What was the reason behind the implementation of the policy? Who are the people involved with the implementation of the policy? Is the program serving the population it is intended for? When analysing these questions, it is evident that the intention is to obtain information on whether the implemented policy is a success or a failure and to bring to light factors that are affecting the success or failure of the implemented policy in order to assist in finding corrective approaches to improve the performance of the policy.

2.11 Policy Change

According to Cloete (2018:303), citizens have needs, demands and preferences that constantly change over time. Cloete further adds that public policy is a government intervention as a response to environmental demands that call for change due to perceived problems encountered in the society. It is for this reason that policy systems stay in touch with the needs, demands, as well as preferences of the citizens so that it can modify its policies to enable it to keep up with and respond to these changes to improve societal stability. Change is necessary because it is a way of life for societies, organisations, institutions and countries. In an environment that is continuously changing, it is risky to ignore this fact**.**

Cloete (2018:303) notes that, if an implemented policy by the government becomes outdated or ineffective because of changes in society, a breach between the policy implementers (which is the government) and the society develops which in turn creates conflict between what the policy is supposed to achieve and what is really happening in

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practice. Therefore, policies are in existence only because they are vital in bringing about changes that improve specific problems in the society. As such, public policy change aims to bring about better results from the policy makers' perspective.

In cases where policy change has to occur, policy makers are often challenged with multiple questions, such as: what is the necessity for policy change? What is the scope of policy change that is required? How can policy makers make certain that a policy is not only successful in the short term but also in the long term? These questions are critical when public policy change has to take place. When an implemented policy has a weak policy design (content) and inadequate resources (capacity) to effectively implement the policy, a need for policy change is required in order to bring about better results from the policy (Cloete, 2018:303). When societal needs, demands and perception change towards an implemented public policy, it is imperative for policy makers to ensure that they make changes to the intended policies to meet these needs, demands and perceptions.

Policy changes are important as they are a means of incorporating the demands and perceptions of those at the street level (citizens), as they are the ones that often determine whether an implemented policy is serving its intended purpose or whether some modifications are required to make the policy more effective in order to attain its purpose (Rabinowitz, 2019). Some advantages relating to policy change are that it demonstrates that it respects the opinions and views of the target group at which the policy is aimed and it shows that the issue is being handled by accommodating it in the modified policy.

2.12 Educational Policy and International Frameworks

Policy scholars such as Pacescila and Profiroiua (2006:8) refer to policies that are introduced due to international frameworks as international level policies. The UPE policy can be identified as such because access to education is a vital human right that is clearly outlined in the UN Declaration for Human Rights and the UN Convention on the Rights of the Child (CRC). Nishimuko (in Dlamini, 2017:33) supports this view, noting that "public policy forms part of the international community and stresses that it is important for countries to participate in UPE (or FPE) as a global initiative". Therefore, implementing

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the UPE policy is seen as a significant global initiative that should be adopted by all countries universally to ensure that all children have access to free education.

It is of significance to understand that the UPE policy is an educational policy and education is classified as a public good that is made available to the citizens of a country by government. Kitamura (2009) disputes that introducing educational policies should most likely be influenced by past policies, stating that in third-world countries this tactic can be difficult as public sector capacity may not be fully developed. According to Kitamura (2009), this could become problematic because strategies to reform education initially necessitate evaluating current policies in order to identify their strengths and weaknesses. Cummings (in Dlamini, 2017:34) supports this view by noting that "it is through the evaluation process that education systems can be improved and issues regarding access, quality, relevance, efficiency and cost/finance can be addressed".

Al' Abri (2011) describes the world as a 'global village' and describes policy making in education as being majorly affected by the occurrence of globalisation. Hence, it is evident that countries worldwide must make certain that they line up their educational policies with those put forward by international frameworks to successfully compete globally. It is worth mentioning that, although these international educational frameworks seek to do good globally, it is evident that developing countries often cannot keep up with these educational frameworks. Al' Abri (2011) supports this view, noting that 'developing countries' often face challenges when implementing educational policies, because of pressure from globalisation, due to their numerous economic, social and cultural problems. Therefore, it is significant to note that developing countries are on a different level of development when compared to developed countries. For instance, financial constraints might be a challenge when successfully implementing these educational policies as required by international frameworks.

2.13 Quality of Education and Expansion of Access to Education

Numerous scholars define quality education in different ways; however, UNICEF (2011:2) defines it as "a system of education that, through its programming, process, structure and content, enables:

- Learners who are in good physical shape, are well provided for, prepared to take part and acquire knowledge, as well as those learners who receive support from their parents in their education.

- Surroundings that are conducive for learning and that are fit, harmless and that provide sufficient resources for all learners including sufficient amenities.

- Content that is exposed well in the curricula and in textbooks from where basic knowledge and skills are learned, prominently more so in the field of basic numeracy and literacy.

- Whereby well qualified teachers work in a well-managed class and are able to focus their attention on one learner if the learner does not understand the work.

- Learning results that show that learners have indeed acquired the necessary knowledge, skills and assertiveness that are interrelated with the nationwide objectives for education" (UNICEF, 2011:2).

UNICEF (2011:3) notes that the provision of basic primary education strengthens the success of a society. Every year that children are exposed to primary education enhances their competence and significantly lessens their reliance on societal resources. Moreover, the overreaching objective of education is to make provision for an enabling environment, wherein children are able to learn and understand their full potential, as well as to make provision for them to contribute profoundly in society. However, in spite of the extensively increasing enrolment rates of learners in primary education, a high number of learners are learning much less because of what they are taught or what they should be able to learn in school (UNICEF, 2011:3). This extremely reduced learning achievement amongst learners is brought about by numerous influences, such as insufficient learning environments, unfit learning approaches and teachers that are regularly unmotivated, as well as the undernourishment of the learners themselves (UNICEF, 2011:3). Therefore, improving the

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quality of education should be entirely and primarily focused on raising educational systems that are quick to respond to various impediments to the learners' learning. The influence of quality education can make a good contribution towards human development and effectively play a significant role in reducing poverty levels.

According to Fuller (1985), quality of education is linked to two sets of characteristics in schools, which play a major role in providing the necessary academic skills for children's quality education. These are, firstly, the amount of materials, such as textbooks, desks, pencils and paper the schools provide per learner and, secondly, the supervision of physical factors, such as the relations/interface between teacher and learner. In essence, teachers play a vital role in influencing learners' achievements using materials such as textbooks. Therefore, the level of materials available per individual learner signifies a certain level of quality. Schools with insufficient material resources find it particularly difficult to enhance learning. A similar study under the title *Quality Primary Education* by UNICEF (2011:5) correlates these findings, with the following four factors described as determining quality education, according to UNICEF (2011:5).

2.13.1 The physical components

According to UNICEF (2011:5), school infrastructures play a prominent role in influencing quality of education. Moreover, the availability of textbooks, as well as learning materials and the space and furniture in classrooms also influence the ability of children to learn.

2.13.2 The size of the class

Since the expansion of access to education in 1990, most school systems around the globe that have implemented the UPE policy are struggling to keep up with the increase in enrolment rates (UNICEF, 2011:6). For instance, the ability of teachers to give each learner individual attention is almost impossible when the class size is big. This is more clearly explained by UNICEF (2011:6), which remarks that "teachers are notably happier, more efficient and are able to give children individual attention when the sizes of classes are kept

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small. One study shows that children who were in classes of 25 students or more were 1.5 times more likely to demonstrate lower test scores and grade repetition. Indeed, quality education and learning does not take place by simply packing children into one, standardized class".

2.13.3 Comprehensive and all-embracing psychosocial surroundings

According to UNICEF (2011:6), a classroom environment that strives towards giving an equal platform for all learners to contribute and take part in the class activities effectively and ensures that there are no discriminatory practices allows for quality education to be achieved. This implies creating and stimulating a classroom environment that is essentially harmless for females and vulnerable children, including those with special requirements. The creation of an environment that is inclusive plays an important role in ensuring quality education is attained.

UNICEF (2011:7) further narrates that teachers' conduct and demeanour within the classroom environment can have an impact on the learners' well-being and comfort together with their views and opinions regarding their safekeeping. Irrespective of teachers' proficiency, skills or techniques towards giving instructions, their attitudes and approaches towards learners can, in some instances, cause inequitable and biased practices towards the learners' security and well-being. Practicing corporal punishment within the classroom environment can also cause a negative impact on the learners' well-being. Learners cannot effectively acquire the knowledge and skills that are received through learning if they are taught in a classroom environment in which their security and wellbeing are constantly being threatened. Therefore, policies that are well formulated and verbalised on the aspects of discrimination, including the control and administration of classroom practices, can assist to normalise, monitor and guarantee that the behaviour of teachers in the classrooms successfully meets the values and morals that are accepted and can essentially assist in enabling good quality education.

2.13.4 The provision of health services

The combination of health services and schooling is important as it prominently contributes towards making certain that the learners are in good physical shape and, most importantly, it ensures the improvement of a system that will create a platform for good quality education (UNICEF, 2011:7). The interconnection between fitness and education is often classified as significant as it showcases multiple outcomes that are positive and constructive. Health services that are founded and centred within school environments have essentially been created to mitigate complications associated with protein-energy malnutrition and provisional hunger. For instance, Guinea school-feeding programmes displayed a good outcome by significantly raising the learners' achievement rates, whereby the failure scores decreased from 32% to 23% over the course of three years, whilst the passing grades of the learners greatly progressed (UNICEF, 2011). Furthermore, the combination of such health services and schooling can lead to good relationships between the school and families, thus stimulating and encouraging the uniqueness and relevance of education within the public.

2.14 Rationale for the Universal Primary Education Policy in other Sub-Saharan Countries

Researchers, such as Sifuna (2007:688), Morojele (2012:12), McGee (2000:4), Chimombo (2005:9) and Iipenge and Likando (2013:135) deemed it necessary to carry out studies to assess how the UPE policy is working in other Sub-Saharan African countries. Though providing accessible education for all was a global fundamental, for most African countries the implementation of the UPE policy was merely based on political objectives (Iipenge & Likando, 2013:137). For instance, the rationale for Tanzania implementing the UPE policy was to use education as a steppingstone to achieve economic development through self-sufficiency by interrelating socialism, whereby the government believed that all people were equal and should have equal access to the state's resources. Amongst these was access to education (Sifuna, 2007:689).

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Sifuna (2007:691) further states that the popularity of equitable access to secondary and tertiary education in Kenya eliminated all school fees in the poor areas. These fees previously prevented a significant number of learners from accessing education. This equitable access came to light prematurely in the 1970s, while the presidential decree was passed in 1973 (Sifuna, 2007:691). In addition, the ruling party at the time introduced a policy in its political manifesto under the title 'What a KANU government offers you', which was intended to introduce UPE to learners (Sifuna, 2007:692). Nungu (2010:5) explains that presidential decrees were mostly seen as a hindrance, as the right policy-making bodies in the government were never properly informed and consulted before these decrees were passed down and issued. As a result, great strain is placed on the facilities, as well as teachers, due to the influx of learners.

2.15 Challenges Teachers Face Under the Universal Primary Education Policy in Sub-Saharan African Countries

2.15.1 Experience in Tanzania

Through its interventions to ensure EFA, Tanzania managed to increase the enrolment rate of learners in primary schools. However, the quality of education simultaneously diminished at an alarming rate – this was proven by low pass rates, as well as low scores in examination papers (Sifuna, 2007:693). Although Tanzania was successful in broadening access to education and increasing enrolments rates, it cannot be concluded that the implementation of the UPE policy was a success because broadening access to education does not only entail making education accessible but it also entails ensuring that the learners receive quality education.

In this case, there were too few classrooms and those which existed had to accommodate around 180 pupils per class. The ratio of teachers to learners was also extremely high with records of 1:72 recorded in some districts, way above the required national ratio of 1:40. Sifuna (2007:693) further notes that Tanzania experienced a shortage of teachers, with there being approximately 40 percent of the teachers needed to cater for the influx of learners and 50 percent of these teachers were unqualified. With unqualified teachers, it is

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obvious that the quality of education will be hindered as they will not be able to provide the necessary knowledge to learners. The United Nations Educational, Scientific and Cultural Organization (2015:4) supports this statement by explaining that "teachers are key to improving learning. They have a powerful impact on the quality of student learning. However, many African countries, particularly developing countries, are facing an acute shortage of qualified teachers". Textbooks were also limited due to the increased number of enrolled learners, with the ratio of textbooks to learners at 1:10, against the government-recommended ratio of 1:3 (Sifuna, 2007:694).

2.15.2 Experience in Kenya

According to Sifuna (2007:691), the influx of learners enrolled in primary schools due to the implementation of UPE in Kenya put a strain on government resources. For instance, the Kenyan government was unable to make funds available to have more classes built to cater for the influx of enrolled learners. Hence, the school committees brought back the idea of learners paying for school fees in order to build much-needed classrooms (Nungu, 2010:5).

McGee (2000:87) warns that efforts to increase enrolment rates without suitable resources will eventually hinder quality of education. One teacher who was interviewed in a study conducted by Morojele (2012:43) made the following remark: "One teacher is teaching 112 children, who are congested in a tent. There is no space to move from one child to another, thus it is difficult to give them enough attention". This particularly hinders the quality of education as learners do not get individual attention from their teachers. For instance, if students do not understand certain activities given to them by the teacher due to the fact that the teacher finds it difficult to move around the overcrowded class because of the lack of space, at the end of the day the learner will not acquire the knowledge they were supposed to acquire from that particular lesson and this could have a negative outcome in the learners performance.

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2.15.3 Experience in Malawi

Other studies found that countries that implemented the UPE policy experienced an increase in the enrolment of learners, which became a major challenge as it strained teaching and learning resources, as well as physical facilities (Ipenge & Likando, 2013). For instance, in 1994 Malawi had a low rate of enrolled learners in primary schools; however, after the UPE policy was introduced, the net enrolment increased to 99 percent. Chimombo (2005:159) states that, as a result, insufficient material provisions were identified, which resulted in depleting learners' achievements.

2.16 Conclusion

The literature set out to learn more about education and development, public policy, policy making as a process, policy change and, more specifically, policy implementation as a stage within the policy making process, given the nature of the study. The terms 'policy implementation' and 'policy implementation evaluation' were clearly defined and appropriate references were acknowledged. The theoretical framework on which the study was based was also explained. The literature made it evident that policies often look good on paper, but in practice they face challenges. Policy scholars such as Kendal (2008:1) sympathise with this view, noting that "implementation of policy in the public and private service is increasingly being scrutinized due to its crucial role, especially in the delivery of programmes". Therefore, it is of importance to analyse the policies implemented by governments.

The chapter further sheds light on how the government can use the 7 C's protocols for policy implementation to help successfully implement polices by reaching set goals and objectives. By extensively observing challenges faced by the other sub-Saharan countries, mentioned in the literature review, one could conclude that the implementation of the UPE policy in these countries has not reached all its stated objectives, such as 'quality of education', due to a lack of resources. It is almost as if the quality of education was sacrificed for the increased enrolment rates. One cannot attain Education For All if the quality of education is hindered by various factors. This is stressed by UNESCO (2005:29)

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in the EFA Global Monitoring Report: The Quality Imperative, which firmly states that, "quality stands at the heart of Education for All, a fundamental determinant of enrolment, retention, and achievement". The next chapter will discuss the legislative framework of Namibia.

CHAPTER THREE: LEGISLATIVE FRAMEWORK OF NAMIBIA

3.1 Introduction

Chapter Two discussed the available literature on the discourse of policy implementation. The chapter also exposed difficulties with regard to policy implementation. Furthermore, variables that have a direct effect on the success or failure of policy implementation were also extensively discussed. It is significant to note the legal frameworks guiding the UPE policy in Namibia to ensure that the policy reaches its stated objectives.

The objective of this chapter is to provide a legislative and contextual background to the UPE policy of Namibia. The following legislative frameworks will be briefly discussed and will provide more detailed information as to how the Namibian legal directive tries to ensure that the UPE policy is successfully implemented by incorporating other legal and regulatory frameworks that extensively reference the UPE policy.

- The Constitution of the Republic of Namibia Article 20(2).
- Education Act, No. 16 of 2001 (which is enclosed within the Government Gazette of the Republic of Namibia).
- Sector Policy on Inclusive Education (2013).
- Education For All, National Plan of Action (2001-2015).

3.2 Supreme Law of Namibia

The Constitution of Namibia is the supreme law that governs the country. Without the constitution in place, the country would be in a dysfunctional state. The Namibian Constitution, Chapter 3, Article 20(2) clearly states that "primary education shall be compulsory and the state shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge" (Government of the Republic of Namibia, 1990:14). It is quite evident that Chapter 3 of the Namibian Constitution,

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Fundamental Human Rights and Freedoms, strongly advocates for the right to education for all.

3.3 Education Act 2001 (No. 16 of 2001)

In line with requirements in the Namibian Constitution of 1990 with respect to inclusive education, the Education Act 2001 was published in the Government Gazette on the 27th of December 2001. The Education Act was set out to be responsible for "the provision of accessible, equitable, qualitative, and democratic national education services; to provide for the establishment of the National Advisory Council on Education, National Examination Assessment and Certification Board, Regional Education Forum, School Boards and School Development Fund; to provide for the establishment of schools and hostels; to provide for the establishment of the Teaching Service and the Teaching Service Committee to provide for incidental matters" (Office of the Prime Minister, 2001:1).

Since the study's main purpose is to assess the implementation evaluation of the UPE policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia, the researcher will only concentrate on the parts of the Education Act which concern the School Development Fund providing for the establishment of school and hostels, because those parts reference the UPE policy which is concerned with abolishing School Development Funds to ensure that every Namibian child has access to primary school education.

On the establishment of curricula, syllabi, books and other materials, the Education Act states that "the Minister, after consultation with the Advisory Council, must determine the curricula, syllabi, books and other educational materials and, subject to such conditions as the Minister may determine, provide such curricula, syllabi, books and other materials to all state schools" (Office of the Prime Minister, 2001:24). On tuition, the Education Act stipulates that "all tuition provided for primary and special education in state schools, including all school books, educational materials and other related requisites, must be provided free of charge to learners until the seventh grade, or until the age of 16 years, whichever occurs first" (Office of the Prime Minister, 2001:24).

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3.4 Education For All, National Plan of Action (2001-2015)

The Education For All, National Plan of Action (hereafter referred to as EFA), can primarily be viewed as a legal framework that emphasises access to education. The delivery of EFA has been an essential aspect in educational policies in Namibia since independence (Government of the Republic of Namibia, 2002:19). The provision of access to EFA in Namibia is not driven from the flow of the Jomtien World Education Forum alone, but also from the drive by the Dakar World Education Declaration. The framework of EFA encourages the country to institute a society that is presented with equal opportunities. Namibia, together with the support of international organisations, came up with clear objectives for EFA. Furthermore, the international support that Namibia received from international organisations helped give a platform to the current leadership to obtain the necessary understandings to properly guide the development of education in a sovereign Namibia along the lines of EFA.

The Governement of the Republic of Namibia (2002:19) further notes that the Namibian government should be applauded for its efforts to address past inequalities in education, as well as for its efforts to expand educational opportunities for all citizens. These can be recognised as an indicator of the objectives stipulated in the EFA initiative. In addition, in the education policy toward EFA, a review of the affirmations of the Jomtien World Conference on Education for All is articulated, and it is strongly motivated that EFA should essentially also be a goal for the Ministry of Education of Namibia.

EFA is not necessarily only about access to education. As quoted by the Governement of the Republic of Namibia (2002:19), this statement is strongly supported by declarations made during the Jomtien World Conference on EFA, which state that "Education For All does not simply mean more schools or more children in school. Nor does it mean that we simply start literacy classes or increase the number of places in programmes for out of school youth. Education for All requires that we develop a new way to think about our system of education and training and how we organize it" (The World Bank, 2000:16).

This realisation, which was made in the early days of 1992, created an awareness that there was more to the establishment of the EFA initiative than just an obsession with access to

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education (Government of the Republic of Namibia, 2002:19). For instance, quality of education was amongst other crucial magnitudes of EFA that received attention. The Government of the Republic of Namibia (2002:19) notes that "[t]here was a shift in the target audience of education moving from education for the few selected to providing education for all Namibian citizens and ensuring that the type of education to be provided should be broad enough to enable the children, youth and adults to participate fully in the development of the country". To date, policies that are implemented are introduced with a main focus on EFA. For instance, regarding the establishment of early childhood education, the main focus of this policy is to recognise those that are underserved in the education system or educationally side-lined and to pay close attention to quality of education, as well as focus on gender equality and giving full devotion to the issue of HIV/AIDS, including the effects thereof (Government of the Republic of Namibia, 2002:19).

3.4.1 The national precedence objectives and National EFA Programme

The national precedence objectives have been established from the EFA Goal and have further been extended in the national programme, as it is clearly articulated below by the Government of the Republic of Namibia (2002:20):

EFA Goal I: "Escalating and nurturing an all-inclusive early childhood development, most particularly for the vulnerable and underprivileged children".

3.4.2 National precedence objectives

The national precedence objectives of the EFA goals are as follows:

- Increasing the Early Childhood Development Programme (hereafter referred to as ECD).
- Validation and the improvement of primary schools, including other related forms of early childhood development services for all children within the Namibian scope,

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especially those living within the sphere of rural and drastically disadvantaged areas.

3.4.3 National EFA Programme 1

The following are the goals of the National EFA Programme 1:

- Expansion of programmes targeted at parents and community members, most significantly focusing on the basic skills of child nurturing practices.

- The launching of family and community education programmes aimed at levelling skills for nursing parents and those tasked to care for children.

- Provision of necessary support for a majority of young families with efforts to reduce poverty levels and boost care and responsiveness to the child.

- Adoption of a strategy to incorporate community visits in order to make the provision of basic training on literacy, numeracy, social skills, and so forth obligatory, and targeted at the children and parents, particularly for those residing in rural areas and informal settlements, including farming communities.

3.4.4 National EFA Programme 2

The following are the goals of the National EFA Programme 2:

- Creating and facilitating the necessary principles, including guidelines, as to how pre-school centers should be operated, as well as providing basic support.

- Providing necessary teaching/learning materials to guarantee significance, as well as transferability to accommodate for the numerous needs of a multiplicity of children in ECD centres.

- Developing a system that can track, monitor and evaluate the progress of ECD centres across Namibia, especially in rural and informal settlements.

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- Collaborating with community members to identify appropriate places for setting up ECD infrastructures.

- Establishing appropriate training programmes targeted at the ECD care patrons and setting a national training standard for those training programmes.

The EFA Goal I: "Ensuring that by the year 2015 all children, most predominantly girls, and children in extreme circumstances as well as those who belong to ethnic minorities, all have access to proper, completely free and, most significantly, good primary education quality".

3.4.5 National precedence objectives

The following are the objectives of the national precedence of the programme:

- Sustainment of free primary education for all primary school-going children countrywide.
- Provision towards equal access to education, including appropriate educational opportunities to offer quality education for all children to enable them to complete primary education.

3.4.6 National EFA Programme 2.1

The following are the goals of the National EFA Programme 2.1:

- Reinforce the free Upper Primary Education programme by ensuring that there is access to, and provision of, proper and tolerable facilities, such as properly constructed classrooms and sufficient teaching/learning materials.
- Strengthening of development programmes for training and in-service training of primary school teachers.

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- Restructuring of policies that may impede the needs of learners, such as uniforms, levies and transportation, which might negatively affect the opportunity of learners from benefiting fully from primary education.

- Fully encouraging parents to be involved and participate fully in order to strengthen the school support structure.

3.4.7 National EFA Programme 2.2

The following are the goals of the National EFA Programme 2.2:

- Provision of high-quality education through the restructuring of the primary school programme and arranging environments that are conducive for teaching and learning, which will in essence improve retention rates as well as provide self-fulfilment amongst primary school learners.

- Taking a close look at the procedures of supervision, inspection, examinations and placements so as to get rid of any fundamentals that tend to have a negative impact on the learners' interest in school and effortlessly try to preserve those that will positively motivate learners to learn, even outside the school environment.

- To ensure that the following factors of access, equity and quality are achieved in education, more effort and emphasis must be placed on the basic education programme, together with mobile schools, feeding programmes at schools for the less fortunate, formulation of new staffing standards and inclusion of in-service programmes.

For the purpose of this research, the researcher concentrated on the strategies for the implementation of the EFA programme 2.1 and 2.2 that are in collaboration with the UPE, as this study is centred on the evaluation of the implementation of the UPE policy.

3.5 Strategies for the Implementation of the EFA Programmes

3.5.1 Roles and Responsibilities of Institutions

This section will provide information regarding the institutions that are responsible for the institutional arrangements and implementation of the EFA programme, with a focus on their comparative advantages in specified areas (Government of the Republic of Namibia, 2002:25).

- According to the Government of the Republic of Namibia (2002:25), the provision, supervision, monitoring and evaluation of educational programmes is the sole responsibility of the Ministry of Education. Education programme implementation will be placed with the sole responsibility of evaluating as well as monitoring the educational programmes in primary, secondary and special schools. The National Institute for Educational Development will continue to play its role in the provision of in-service training and developing curriculum and teaching/learning materials, including research. Furthermore, the Namibia College of Open Learning will continue to provide distance and informal education.

- The Ministry of Women Affairs and Child Welfare is tasked with the responsibility of ensuring that all activities relating to children and women, as well as street children, orphans and less fortunate children, are sufficiently taken care of and clearly implemented in the EFA programme (Government of the Republic of Namibia, 2002:26).

- The Ministry of Health and Social Services, together with the corresponding line ministries will be entirely responsible for ensuring that the Health Promoting School Initiative, as well as the Policy on Teenage Pregnancies, are fully implemented in all schools nationwide (Government of the Republic of Namibia, 2002:26).

- Lifelong learning will be provided by non-governmental organisations, including civil society organisations. These organisations will also play a major role in the

monitoring and evaluation of the progress of the EFA plan of action (Government of the Republic of Namibia, 2002:26).

- Information regarding the EFA policy dialogue, including community participation in the EFA programme, will be shared by media institutions via radio, television and print media (Government of the Republic of Namibia, 2002:26).

- The United Nations system in Namibia will also play a major role in the implementation of the EFA programme, in particular regarding raising awareness for financial and technical support (Government of the Republic of Namibia, 2002:26).

- The Community Learning Development Centres will be tasked with the significant task of making a contribution towards enhancing continuing education, whilst concerns relating to girls and women will be strictly dealt with by the Forum of African Women Educationalists in Namibia in close association with the Ministry of Women Affairs and Child Welfare, Ministry of Basic Education, and Sport and Culture, including non-governmental organisations (Government of the Republic of Namibia, 2002:26).

- The training and preservation of the wellbeing of teachers will be provided by organisations liable for teachers in Namibia, while issues pertaining to students will be dealt with by the Namibian National Students Association (Government of the Republic of Namibia, 2002:26).

- The Council of Churches in Namibia will also play a significant role in the implementation of the EFA programme, as they will continue to make provision for non-formal and lifelong learning, literacy training, HIV/AIDS education, as well as early childhood development (Government of the Republic of Namibia, 2002:26).

3.5.2 Coordination Mechanisms of the EFA Programme

Effective 'coordination' is a vital variable for the successful implementation of policies (Burger, 2015:94). The Government of the Republic of Namibia (2002:29) is clearly in agreement with Burger (2015:94), stating that strong coordination efforts between all stakeholders involved in the implementation of the EFA programme is a vital factor in ensuring that the EFA programme is successfully and effectively implemented in Namibia. Moreover, the 'Education for All and All for Education' declaration is an evident pointer towards the prominence of coordination in the EFA course.

The Government of the Republic of Namibia (2002:29) notes that coordination mechanisms have been strictly reinforced in the EFA programme. For instance, in the education sector, inter-departmental coordination will be introduced within the Ministry of Basic Education, Sports and Culture, and the Ministry of Higher Education, Training and Employment Creation, as well as amongst the education sector of ministries, including the Ministries of Health, Social Development, Women and Children, as well as Planning and Finance. Coordination will also be created between the Government of Namibia and the following main EFA partners: UNESCO, UNICEF, as well as The World Bank. Coordination will be practiced between the government ministries and agencies and the organised private sector and non-governmental organisations functioning within Namibia. Additionally, coordination will be visible between the central, provincial and district leaders, including those at the local village level.

To guarantee that the above-mentioned coordination levels are in a proper practical state, the Namibian government has created a National EFA Forum, which is chaired by the Ministry of Basic Education and Culture along with interest groups, civil society, the private sector and partner agencies across Namibia (Government of the Republic of Namibia, 2002:29). Moreover, the National EFA Forum is held responsible by the government and the citizens of Namibia, through the Minister of Basic Education and Culture, to ensure that the EFA programme is successfully implemented.

According to the Government of the Republic of Namibia (2002:29), an important component of the numerous above-mentioned EFA mechanisms and levels is the

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significance of sharing of information on all the phases of the implementation process of the EFA programme. Furthermore, communication between each stakeholder and each element of the EFA will actively be shared and settled upon by the suitable operators and partners who are actively involved in the EFA programme. Hence, actions such as communication, participation, collaboration and supportiveness are significant in EFA coordination and in the implementation process of the EFA programme in Namibia.

3.6 Sector Policy on Inclusive Education of 2013

Like the Education For All, National Plan of Action (2002-2015), the Sector Policy on Inclusive Education of 2013 can be viewed as the primary legal framework that ensures the solid foundation of the UPE policy, as so strongly advocated in Chapter 3, Article 20 (2) of the Namibian Constitution. The Ministry of Education, Arts and Culture (2013:2) defines inclusive education, quoting from UNESCO (2000): "inclusive education can be seen as a process of strengthening the capacity of an education system to reach out to all learners. It is, therefore, an overall principle that should guide all educational policies and practices, starting from the belief that education is a fundamental human right and the foundation for a more just society."

The Ministry of Education, Arts and Culture (2013:4) identifies that learning can be affected by numerous obstacles in a negative way, and that learning needs are affected by a variety of factors, such as deficiencies, psychosocial instabilities, variations in abilities, experiences in life, inflexible curricula, the language of instruction/learning, remote or insecure environments, policies and legislations and a lack of teachers with appropriate skills.

3.6.1 Aim of Sector Policy on Inclusive Education

The overreaching aim of this policy is to ensure that all children in Namibia learn positively and effectively to participate freely and fully in the education system, especially in schools commonly regarded as 'typical schools' (Ministry of Education, Arts and Culture, 2013:4).

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In addition, this policy aims to make provision for a supportive learning environment that is welcoming and, most significantly, learner centred.

The Ministry of Education is fully aware that all children are in need of educational support and that this support should be fundamental for every school, as well as to the work practice of every teacher (Ministry of Education, Arts and Culture, 2013:4). Hence, it is crucial that the Ministry of Education create a facilitating and supportive environment in every school across Namibia for all learners and teachers.

3.6.2 Guiding principles of Sector Policy on Inclusive Education

The policy will contribute greatly to the attainment of the goal of EFA through an all-inclusive basis for learning and involvement, with a focus on learners who have been educationally relegated (Ministry of Education, Arts and Culture, 2013:4). According to the Ministry of Education, Arts and Culture (2013:4), the principles that guide the policy are:

- Identifying and tackling challenges and/or blockades in the education system;
- Creating and improving an environment suitable for inclusive education;
- Improving capability amongst national, regional, circuit, cluster, school and community levels;
- Providing an improvement in in-service training for teachers;
- Encouraging schools and communities to commit on issues regarding human and educational rights; and
- Increasing access to education.

3.6.3 Strategies of the Sector Policy on Inclusive Education

The strategies articulated below are the driving mechanisms towards achieving the aims of the Sector Policy on Inclusive Education 2013, according to the Ministry of Education, Arts and Culture (2013):

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- Incorporate the Sector Policy on Inclusive Education 2013 together with all other legal frameworks and policies of the education sector.

- Make the constitutional right to education known.

- Give major support towards institutional improvement by increasing human and instructional resources.

- Evaluate the National Curriculum for Basic Education to replicate the multiplicity of the learning needs of all learners' country wide.

- Broaden and improve educational support services.

- Improve teacher education training, as well as training for paramedical and support staff.

- Reinforce and widen the scope of in-service training for stakeholders.

- Develop a tool for monitoring and evaluating the implementation process of the Sector Policy on Inclusive Education 2013.

3.7 Conclusion

The chapter described the legislative frameworks that provide information as to how the Namibian Government and other stakeholders will ensure that the UPE policy is implemented. The relevant legislations and policies are the Namibian Constitution; the Education Act, No. 16 of 2001; the Sector Policy on Inclusive Education 2013; and the Education for All, National Plan of Action (2001-2015). The following chapter will discuss the fieldwork conducted at and results gathered from Khomasdal Primary School and Gammams Primary School.

CHAPTER FOUR: FIELDWORK RESULTS AND RESEARCH FINDINGS OF KHOMASDAL PRIMARY SCHOOL AND GAMMAMS PRIMARY SCHOOL IN THE KHOMAS REGION, NAMIBIA

4.1 Introduction

The previous chapter outlined the legislative framework for education in Namibia. It was made evident that the Namibian government has a responsibility to ensure that learners have access to free primary education that is sustainable for both current and future generations. The legal role of the government in ensuring learners' right to education is specifically discussed as it relates to the research topic and goals of this thesis. Furthermore, UPE and its implementation has to comply with the statutes and directives mentioned in the previous chapter.

This chapter will focus on the results or findings that were yielded from the fieldwork. All of the interviews that were conducted with the Directors of Education at the Ministry of Education, as well as the SGB members who are responsible for implementing the UPE policy, were tape recorded so as to ensure that relevant data was captured. Questionnaires were also administered to the teachers at Khomasdal Primary School and Gammams Primary School. These two schools were randomly selected for the purpose of the study and are located within the Khomas Region.

A total of 7 questions were directed to the teachers and 24 questions were directed to the Directors of Education, whilst 13 questions were directed to the SGB members. The interview questions of the Directors of Education were grouped under the 7 C's protocols, which are subsections that should be taken into consideration for any policy which is intended to be implemented. The 7 C's are: Policy as content; context; commitment to implement the policy; capacity needed to implement the policy; clients and coalitions; communication; and coordination. During the interview sessions with the two Directors of Education, each subsection had a rating scale and the Directors were asked to state their

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perception about each 'C' in the implementation of the UPE policy, stating whether it was good, fair or bad, and were asked to motivate their answers.

This chapter analysed the data yielded through the questionnaires and interviews with the respondents. The 7 C's protocols were used as the tool of analysis to extensively analyse the data collected, as clearly specified in the studies' research methodology, as well as the literature review. The purpose of this was to make certain that the data collected from the fieldwork was successfully turned into information, which was then used to give appropriate answers to the studies' research questions.

The researcher managed to interview five SGB members at Gammams Primary School and three SGB members at Khomasdal Primary School. A total of eight SGB members were interviewed in the form of a focus group. Although the SGB members from the two primary schools were interviewed separately, the data obtained from the two focus groups is presented together. Two Directors of Education were also interviewed. This will be described first. The last part of the chapter analysed the teachers' responses from both primary schools. A total of 30 teachers from the two primary schools participated in the study.

This chapter will now present the following:

- A contextual understanding of the UPE policy in Namibia.
- The results of the fieldwork interviews and questionnaires that relate to the implementation of the UPE policy.
- Lastly, some research findings and conclusions will be made regarding the above-mentioned points.

4.2 The Universal Primary Education (UPE) policy of Namibia and the Law Context

Before independence, education in Namibia was mainly focused on upholding the apartheid policy rather than upholding an equitable education system for all. After attaining

its independence, the Namibian government made it its crucial task to see that quality education is accessible and offered to all children in primary schools.

The Ministry of Education has embraced the concept of inclusive education. This is quite palpable in the ministerial policies (for instance, the UPE policy), strategic places, as well as in other documentations. The Ministry of Education is widely directed by the fundamental understanding that every Namibian child matters and, as outlined in the Constitution, that every child has a constitutional right to education. As such, the following are classified as pillars of the inclusive education reform: (1) access; (2) equity; (3) quality; (4) democracy; and (5) lifelong learning (Ministry of Education, 2004:3). The above-mentioned pillars all constitute an inclusive education system.

4.3 Understanding the Universal Primary Education Policy in Namibia

The UPE policy was introduced for implementation in 2013 in Namibia. The Namibian Constitution (1990) Article 20 (2) states that "primary education shall be compulsory and the state shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge" (Government of the Republic of Namibia, 1990). This entails that the government be fully responsible for all operational and financial costs by delivering education services to all primary schools across Namibia, such as textbooks, learning materials, stationery, payment of teachers' salaries and provision of additional classrooms and furniture (Kisting, 2013). The implementation of the UPE policy entails that all primary school learners in Namibia will no longer be required to make contributions towards school fees, which was previously mandatory for all government schools under the School Development Fund (Government of the Republic of Namibia, 1990).

According to one researcher, the UPE policy was first introduced upon constitutional premises, as well as during the National Conference on Education Resolutions, as both of these call for primary education to be provided for free (Anon, 2013). The idea of permitting primary education to be provided for free was first deliberated and debated at the National Education Conference Resolutions in Namibia by the Ministry of Education

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in 2011 at Safari Hotel in Windhoek. Numerous aspects that revolve around the provision of free primary education (also known as Universal Primary Education) were extensively discussed by the participants that attended the conference and a recommendation was made by the participants that free primary education should be realised in Namibia in accordance with Article 20 of the Namibian Constitution 1990 (Anon, 2013).

The Cabinet of Namibia came together to discuss the recommendation made from the National Conference on Education Resolutions and made a joint judgement with the Ministry of Education that the UPE policy should be introduced. However, before the UPE policy could be implemented in Namibia, the Ministry of Education needed to fully study the impact of the UPE policy on the education system, more specifically the cost implications and implementation approaches.

In a study carried out by the National Statistics Agency in a National Housing Income and Expenditure Survey (hereafter referred to as NHIES) in 2009/10, 11.6% of children in Namibia between the ages of 6 and 13 did not have an educational background as they had never attended any school (Anon, 2013). The study further indicates that the School Development Fund expenditure was lopsided and more in favour of constituencies and areas that are economically privileged, causing disparities amongst schools in dissimilar parts of Namibia. In addition, the study agrees that abolishing the School Development Fund contributions and essentially having the Ministry of Education provide primary schools with direct grants in order to reimburse revenue foregone will most likely have a positive influence in redressing inequalities amongst primary schools. Recent figures from the NHIES in 2015/2016, carried out by the National Statistics Agency, indicate that 52.8% of children who started primary school are between the ages of 6 to 10 (Namibia Statistics Agency, 2015:8).

The implementation of the UPE policy was seen as a major breakthrough, most significantly in the development of education in Namibia (Anon, 2013). This is due to the fact that it is closely in line with the United Nations Educational, Scientific and Cultural Organisation's (hereafter referred to as UNESCO) goal of 'Education For All' (EFA). EFA was initially launched in Jomtien, Thailand, in the year 1990 and later re-affirmed in 2000

in Dakar, Senegal. As previously stated, the main objective of EFA is to ensure that every citizen in every country has access to education.

4.3.1 Guidelines for the Administration of School Finances

The guidelines for the administration of school finances for all primary schools that are benefitting from UPE funds, as put forward by the Ministry of Education (2013:9), are:

- All schools that are to benefit from this initiative are required to open a bank account (most preferably a cheque account) at any banking institution located close to the school.

- A total of three school governing board (SGB) members should be given signatory powers during the meeting. This entails that any two SGB members should sign the cheques/withdrawal forms. Minutes of such meetings should initially be filed in the finance file of the primary school.

- The specimen of the three signatories should be made available to the banking institution as required. The primary school should then write a letter to the banking institution and clearly indicate the names, including portfolios, of the SGB members who will give specimens of their signatures to the banking institution on a prescribed form. This is for authentication determinations in case of any suspected fraudulent transactions. Furthermore, the primary school principal should safeguard these specimens diligently so as to ensure that they do not end up in the hands of people who can forge signatures for any fraudulent transactions.

- The primary schools should appropriately file the copies of the above correspondence with the bank in their finance file for record-keeping purposes.

4.3.2 Guidelines for Utilisation of the Universal Primary Education (UPE) Funds

According to the Ministry of Education (2013:9-10), in order to implement the UPE policy effectively, primary schools are to receive UPE funds from the Ministry of Education. These funds are to be used for the following purposes:

- Curriculum achievements, such as teaching aids/textbooks and other related learning support materials;

- Equipment and machinery associated with teaching and learning, such as photocopy machines, paper, computers, printers, televisions and scanners;

- Extra-curricular activities;

- Religious activities, debating, science fairs, school choir, as well as educational- and culture-related expeditions where funds can be used for equipment, attire, refreshments, and entrance or registration fees;

- Top up of cleaning materials; and

- Minor upkeep of existing infrastructure as well as equipment, such as leaking taps, door locks, tables, chairs and window panes.

4.3.3 The Universal Primary Education (UPE) Funds Should not be used for the Following Purposes

Below are the restrictions for the usage of UPE funds by primary schools as put forward by the Ministry of Education (2013:11):

- Buying of automobiles;
- Providing individuals with a loan;
  Refreshments for any sort of party, such as farewells, end of year functions, social events or birthdays, as well as any gifts; and

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Constructing any new permanent physical facilities, such as classrooms.

4.3.4 Disbursement of the Universal Primary Education (UPE) Funds to the Primary Schools

The Regional Directorate should have a file that comprises the names of all the primary schools that will essentially benefit from the UPE fund (Ministry of Education, 2013:11). This particular file should also contain the correct banking details of these schools.

4.3.5 Calculations of Universal Primary Education (UPE) Funds for Primary Schools

The Fifteenth School Day Report is a relevant survey that is utilised to showcase the number of learners enrolled per identified primary school on the 15th school day at the commencement of every year, which should essentially be used by the Regional Education Directorate (Ministry of Education, 2013:11). Grounded on these statistics, the Regional Directorate will effectively calculate the amount per learner, preferably making use of a formula, to determine the amount per learner to be allocated to each primary school. Before any funds are deposited in the primary schools' accounts, all primary schools should be notified in writing of the amount that each school will receive, together with an indication of the learner enrolment figure that was used to determine the initial amount of the UPE fund to be allocated to them (Ministry of Education, 2013:11). As soon as the UPE funds have been deposited into the respective primary school's bank account, evidence of this should be provided to the primary school within 14 days.

4.4 Fieldwork Results from Interviews and Questionnaires

The 7 C's protocols were used as the tool of analysis to extensively analyse the data collected. Below are the results of fieldwork interviews and questionnaires that relate to

the implementation of the UPE policy at Khomasdal Primary School and Gammams Primary School.

4.4.1 The Content of the UPE Policy

Under this section, interview questions relating to policy as 'content' were directed to the respondents. Two questions were directed to the SGB members, whilst four questions were directed to the Directors of Education. The first questions focused on exploring the SGB members' knowledge of the objectives of the UPE policy. 100% of respondents have a clear understanding of these objectives. The researcher was, however, corrected by one of the respondents from Gammams Primary School – the respondent made a clear indication that the UPE policy does not have 'objectives', rather it just has one goal: to bring fairness and equal opportunities for all Namibian children and to ensure that money is not an obstacle or hindrance for learners to access primary school education.

During the focus group interview session with the SGB members of Khomasdal Primary School, one respondent stated that the goal of the UPE policy is to ensure that primary education in Namibia is free of charge for all Namibian children. This is achieved through a process whereby the Ministry of Education allocates funds to all primary schools in Namibia, which should be used by the schools for their day-to-day administration activities. Furthermore, an SGB respondent from Khomasdal Primary School emphasised this statement by noting:

> *"The goal of the UPE policy in my opinion is to support and meet the less privileged children, so as to ensure that no child is left out on the opportunity of being educated by abolishing all fees related to school tuitions. This is a very bold step that the Namibian government has taken because before the implementation of the UPE policy many less privileged children could not go to primary schools due to financial obstacles but now that primary education is free many children now attend primary school. So, in short this is the goal of the UPE policy: To keep all Namibian children in primary school without expecting them to pay for school tuitions"* (Annexure B).

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The second question that was directed at the SGB members addressed the approaches that the SGB members use to achieve the objective of the UPE policy. The respondents from Gammams Primary School struggled to answer this, with only one respondent using the platform to respond to the question. The respondent stated that the school receives UPE funds from the Ministry of Education, which is utilised for its daily administrative activities. The SGB members make sure that the money allocated to the school by the Ministry of Education is used for its intended purposes as outlined in the Guidelines for the Administration of School Finance (UPE funds) of how the funds should be used. The SGB members fulfil this duty by looking at all the cashbooks and receipts of the school to ensure that the funds are utilised for their intended purposes as stated in the guidelines. The respondent further stated that the SGB members are cooperative and they initiate interventions to raise funds for the school.

100% of the SGB respondents from Khomasdal Primary School had a similar response as the respondent from Gammams Primary School, stating that, to achieve the goal of the UPE policy, the members must ensure that the UPE funds received from the Ministry of Education are used to purchase much-needed materials and equipment which will effectively assist in achieving the goal of the UPE policy. Two SGB respondents from Khomasdal Primary School mentioned their dissatisfaction with the tool used to reach the goal of the UPE policy by stating:

> *"The UPE fund is always allocated by the Ministry of Education late to the school as thus the school always struggles to purchase materials needed for the daily administration of the school, for instance during the period that the UPE fund is not allocated to the school the school is unable to buy materials such as photocopy papers needed by the teachers on a daily basis to use them to print tests, activities etc. in addition these funds are sometimes not sufficient"* (Annexure B).

There were four questions directed to the Directors of Education with regard to policy as 'content'. The first two questions explore whether or not the Directors of Education are really familiar with the objectives of the UPE policy, as well as the approaches that are effectively used to ensure that those objectives are achieved. Both respondents could give

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a clear indication of the objective of the UPE policy. The Directors of Education corrected the researcher by once again putting forward that the UPE policy does not have multiple objectives, it only has one goal. One of the respondents stated that:

> *"The goal of the UPE policy is to ensure a tuition-free primary education to all Namibian children, in order to level the playing field"* (Annexure C).

Whilst the other respondent noted that:

> *"The goal of the UPE policy is to remove any financial barriers, in order to achieve maximum enrolment rates in primary schools"* (Annexure C).

The third question addresses which approaches were used to achieve the goal of the UPE policy. Both respondents noted that there was only one approach used to ensure that the policy goal is achieved, which is that no child pays for school fees and that all schools receive funds in relation to the number of learners enrolled. One respondent elaborated on this point by making use of an example:

> *"Say for instance a school has an enrolment rate of 200 learners, that particular school will receive N$60 000 because each learner will receive N$300, meaning that if N$300 is multiplied by 200 learners the total amount is N$600 000 and that is the amount that particular school will receive form the Ministry of Education. The school can then use those funds to run its daily activities at school. For instance, using the funds to do some minor maintenance of school buildings, office administration activities, such as purchasing of textbooks, paying for telephone and internet services, etc."* (Annexure C).

The other respondent further added that the approach that is used to ensure that the UPE goal is effectively achieved is that the learners are not prevented from entering primary school due to lack of money. Parents are asked to voluntarily contribute to the school funds.

The fourth question addresses how the Directors of Education view the content of the UPE policy in terms of its guidelines. Both respondents were of the opinion that the guidelines of the UPE policy are very good as they are adequate in guiding the school principals in

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effectively and efficiently administering funds received from the Ministry of Education. One respondent explained that the content of the UPE policy is excellent in terms of its guidelines for the usage of UPE funds as they are extremely clear and effectively assist schools to operate within the guidelines. The respondent emphasised that there is still room for improvement. When asked to elaborate on what type of improvement could be carried out, the respondent was of the opinion that the content of the UPE policy needs to be updated to make it more effective in terms of its service delivery as it has not been updated since its implementation. This will make room for some improvements in the content of the UPE policy so that the loopholes, such as the late administration of the UPE funds experienced by the primary schools, can be actively addressed.

The last question under 'content' asked the Directors of Education to rate the content of the UPE policy. The first respondent rated the content of the UPE policy as 'fair' and he motivated his answer by stating that primary schools are different in their operations, which means that some primary schools will benefit more than others in terms of maintenance of infrastructure and activities. The second respondent rated the content of the UPE policy as 'good' and motivated his answer by giving the following explanation: "the guidelines are clear and user friendly, the language is simple and easy to comprehend".

4.4.2 Institutional Context with Regard to the Implementation Process of the UPE Policy

Under this section, the researcher posed one question to the SGB members of Khomasdal Primary School and Gammams Primary School and three questions were posed to the Directors of Education with regard to the role that the institutional context plays in the implementation of the UPE policy. The SGB members were asked whether the SGB has a strategic plan and whether the strategic plan is aligned with the UPE policy goal. 100% of the respondents confirmed the presence of a strategic plan that is aligned with the UPE policy goal. One respondent from Gammams Primary School further explained:

> "*The strategic plan of the SGB is aligned with the UPE policy goal because the SGBs are responsible for signing the cheques in order to have the UPE*

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fund money released by the Bank, so that the primary schools can access the money whenever they need the money to purchase their necessities that are needed to run the schools smoothly for instance stationeries, copy papers, using the money to pay carpenters to fix broken chairs and tables etc. Without the signature authorization of one SGB member then the primary school cannot access the UPE fund money" (Annexure B)*.*

The first question asked the Directors of Education how the UPE policy goal is aligned with the national policy's objectives, such as the National Development Goals (NDP). Both respondents were of the opinion that the UPE policy goal is aligned with some of the objectives of NDP in the sense that the UPE policy strives to equalise primary education amongst all Namibian children, and the aim of the NDP is to assist in the country's development by trying by all means to follow the plans put forward in the NDP documents. With education emphasised in the NDP as a critical component towards achieving development in the country, the Namibian government aligned the UPE policy with the NDP. The respondents further stated that the goal of the UPE policy is aligned with other policies' objectives, such as Education For All and the National Plan of Action (2001-2015), but they did not go into detail as to how the UPE policy is aligned with these policies. The respondents further stated that "education receives the greatest chunk of the country's budget due to its complexity and possible impact on other sectors".

The second question asked the Directors of Education to state their opinions of the critical issues that need to be effectively addressed at an institutional level in order to ensure that the UPE policy is successfully implemented. One respondent noted that close monitoring and administration of school finances must be carried out. The second respondent noted that the education grant for primary schools is well outlined. However, there should be a fixed grant given to primary schools by the Ministry of Education rather than funds be given to schools according to the number of learners enrolled at a particular school. The respondent was of this view because there are some schools that use their money faster than others, because schools' needs differ.

The final question under 'context' asked the Directors of Education to rate the context of the UPE policy. One respondent rated the context of the UPE policy as 'fair', motivating

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that the context of the UPE policy leaves room for some parents that can afford school fees to contribute voluntarily. The second respondent rated the context of the UPE policy as 'bad'. The respondent motivated his answer by putting forward that "the political and social realities upon implementation is better as it allows all learners to be included. The only problem is the slow payment of funds to the schools from the Ministry of Education".

4.4.3 Commitment towards Implementing the UPE Policy

This particular section looks at how strong the UPE policy implementers' commitment is to effectively and successfully implementing policy. Under this section, two questions were directed at the SGB members, whilst four questions were directed at the Directors of Education. The first question asked the SGB members from Khomasdal Primary School and Gammams Primary School how strong their leadership and support were for the successful implementation of the UPE policy. 25% of the respondents from both schools stated that the leadership and support of the SGB members are strong because the board members are trying hard to make the UPE policy effective and successful. One SGB respondent from Khomasdal Primary School emphasised this by stating:

> *"It's like an engine driving from the school's side, we are just not waiting for the Ministry of Education to help us we are also taking measures such as writing letters to private companies and non-governmental organisations just to add up funds to what the school is getting from the Ministry of Education. So, we are just not sitting back and waiting from the Ministry of Education we are really trying our best. We are selling food to the learners at the school's tuck shop, which helps the school generate extra finances. We also have a year planner that is running through the whole academic year, activities are divided according to the three school terms in that specific year, such as athletics day, cultural day and so forth, and these activities effectively assist the school in generating some extra finances. So, we are just not sitting back and waiting for the Ministry of Education to give*

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the school funds but we are also trying our best to generate more funds from
these yearly activities at schools" (Annexure B*).*

75% of respondents from both Gammams Primary School and Khomasdal Primary School said that the support level of the SGB members for the successful implementation of the UPE policy is strong. However, when it comes to the reality of implementing the UPE policy, the support and leadership level amongst the SGB members has fallen drastically. One of the respondents from Gammams Primary School explains this as follows:

"*When you look at the content of the UPE policy, it looks very good and*
well put together. You can tell that the implementers of the policy are very
committed to ensure that the UPE policy is successful. However, in reality
that is not the case, first of all there are many obstacles at the ground level
that are being faced by the schools and teachers as well as the learners. I
believe that some of the obstacles are caused by the late funds that the
Ministry of Education allocates to the primary schools, including other
reasons as well. If the Ministry was so committed to ensure that the UPE
policy is successful then the funds allocated to the primary schools should
not be paid in late. It's almost as if you can say that the UPE policy looks
good on paper, but in reality, a different scenario is playing out that might
be hindering the success of the UPE policy" (Annexure B*).*

In addition, one of the respondents from Khomasdal Primary School noted that the leadership and support of the SGB members for the successful implementation of the UPE policy is not really strong. A lack of financial resources in some instances also makes it particularly difficult for the members to be committed to ensuring that the UPE policy is a success. The respondent further stated:

"*The UPE policy has guidelines of how the funds allocated to schools*
should be utilized and also restrictions on the activities the funds should not
be used for. This is a good thing; however, I have a problem with one of the
restrictions of utilisation of the UPE funds which states that the UPE funds
must not be used for constructing new classrooms/building like halls and

resource centres. Speaking on behalf of our school, since the UPE policy was implemented the enrolment rates of learners in primary school have increased as thus this has caused the classrooms to be overcrowded. Since the schools are restricted on using the UPE funds to construct new classrooms, the school has appealed to the Ministry of Education requesting for the Ministry to assist the school in building new classes to cater for the increase of learners; however, till to this day no positive response has been received from the Ministry. As thus our school has turned to other alternatives, four additional classes were built after the implementation of the UPE policy with help from a Chinese sponsor" (Annexure B).

The respondent then went on to say that, if the commitment and support level of those at the top is not strong, then obviously the implementers at the ground level will also not have a strong commitment towards ensuring that the UPE policy is a success.

The second question asked of the SGB members of Khomasdal Primary School and Gammams Primary School what they think should be done in order to raise the commitment level of the board members to ensure the successful implementation of the UPE policy. 50% of the SGB respondents stated that, in order to raise the commitment level of the implementers at the top level so as to ensure the successful implementation of the UPE policy, the Ministry should generate or allocate more funds to the schools. Due to the economic crisis that the country is facing, the Ministry of Education can reach out to sponsors, not only inside Namibia but also externally, in order to help get more funds and assistance. One SGB respondent from Gammams Primary School went into more detail, suggesting that:

"Once the SGB members see that the Ministry of Education is taking such initiatives then it will encourage the school governing board members to also be effectively committed towards making the UPE policy succeed" (Annexure B).

Another SGB respondent from Gammams Primary School further added:

"The SGB members are trained when they take office and they try their level best within their limited resources, but however in order to rise the commitment level of the board members to ensure the successful implementation of the UPE policy, at least more training is needed in order for the board members to understand the current financial vows the government and the schools are going through so that they can utilize the UPE funds more efficiently" (Annexure B).

The other 50% of the SGB respondents suggested that, in order to raise the commitment level of the SGB members to ensure the successful implementation of the UPE policy, the guidelines of how schools should use the UPE funds received from the Ministry of Education should be abolished. This is because some of these restrictions will hinder the success of the UPE policy. For instance, the restriction that the schools cannot build new classrooms with the allocated UPE money is worrisome because the current available classrooms will not be able to cater for the increased number of learners enrolled in the primary schools. One SGB respondent from Khomasdal Primary School went into detail:

"The Ministry can rather just allocate the UPE funds to the schools without giving any guidelines as to how the funds should be utilised by the schools, because all the schools know what sort of needs they need at their schools and rather than being told what the funds should be used for and what they should not be used for […] *Those implementers at the top level* [implying the Directors of Education, Education Inspectors, and so forth] *only sit in their offices, they do not know the struggles that the schools are facing at the ground level because they do not come down to observe and investigate these grounds. All they do is pass policies and guidelines without even leaving their offices and making an effort to observe the experiences these policies are affecting the people at the ground level. I am not saying that the UPE policy is a bad policy, I just feel like it has many loopholes that could have been avoided if the implementers at the top level could have involved the people at the ground level before implementing the policy"* (Annexure B).

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In other words, there is no participation in the design of the policy.

Four questions were posed to the two Directors of Education with regard to commitment to effectively and successfully implement the UPE policy. The first question asked the Directors of Education how strong their leadership and support are for the successful implementation of the UPE policy. Both respondents stated that support for the successful implementation of the UPE policy is very strong; however, the lack of sufficient resources to monitor the process is an obstacle to successful implementation of the UPE policy.

The second question asked the respondents what they think should be done in order to raise the commitment level of the workforce, who are at the forefront of the implementation process of the UPE policy. One respondent noted that the commitment level of the workforce could be raised through frequent training and assigning of definite staff to oversee the process with clear guidelines. The second respondent stated: "I don't think the workforces have any problem with the implementation, rather the availability of funds is a problem".

The third question asked the respondents what they think should be done to improve staff commitment and support for the successful implementation of the UPE policy. One respondent stated that more money should be made available to all schools so that they can meet their needs, and to make it easier for staff to carry out their tasks, which will in turn raise their level of commitment towards overseeing that the UPE policy is a success. The second respondent stated that "the UPE policy should be reviewed on an annual basis to align it to the needs of the schools, and if this is done it will assist in raising the staffs' level of commitment to ensure that the UPE policy is successful".

The final question under 'commitment' asked the Directors of Education how they would rate the 'commitment of the UPE policy'. One respondent rated the commitment as 'fair', motivating that the commitment level of the principals and SGB members is still very low. The other respondent rated the commitment of the UPE policy as 'good', motivating that commitment to implementing the UPE policy is evident; however, the financial constraints are proving to be difficult.

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4.4.4 Capacity to Successfully Implement the UPE Policy

Capacity has to do with the resource allocation needed to successfully implement policies. This section focuses on the tangible (human, financial, material and technological) and intangible (motivation, commitment and willingness) requirements for achieving policy implementation. Under this section, four questions were directed at the SGB members, and three directed at the Directors of Education.

The first question asked SGB members from both Gammams Primary school and Khomasdal Primary School whether their schools have adequate resources in place to successfully implement the UPE policy. 100% of the SGB respondents from both primary schools said their schools do not have adequate resources in place to successfully implement the UPE policy. The second question asked the participants that had responded negatively to the previous question which resource constraints are affecting the implementation of the UPE policy at their schools. 100% of the SGB respondents from both primary schools stated that their schools do not have enough chairs, tables and textbooks. One respondent from Khomasdal Primary School further added:

> *"Vandalism is also a huge problem at school as learners are constantly writing on the tables and breaking chairs so this causes the school to get carpenters to fix the chairs and tables, using part of the funds that is allocated to the school from the Ministry of Education. In addition, the UPE funds are not allocated to the schools on time, which often puts the school in a difficult situation as the school cannot plan properly due to the lack of funds"* (Annexure B).

The third question asked the SGB respondents from Khomasdal Primary School and Gammams Primary School, since they play a major role in the recruitment of the teachers at the school, which criteria they look at when appointing teachers. 100% of the SGB respondents from both primary schools noted that they recruit teachers that have a level 7 qualification, which is a three-year teaching qualification. However, one respondent from Gammams Primary School added:

"There are some instances where we struggle to recruit qualified teachers due to a lack of qualified teachers, as thus we recruit other individuals who have qualifications in other fields that are not in the education field. For instance, if the school has a vacant post for Grade 7 Social Studies and Agriculture and an individual has a qualification in Business Administration and had the subjects Development Studies and Agriculture in Grade 12 applies for that vacant post, the individual will be considered as the potential teacher to teach because he/she had similar subjects during their grade 12 years as those needed in the vacant post" (Annexure B).

In addition, schools also look at the experience that those particular teachers had in the past and look at gender. One respondent from Khomasdal Primary School explained: "we look at gender because for instance we just cannot have females that are working at the school, we also need male teachers just so that the genders are balanced".

The fourth question asked the SGB respondents from Khomasdal Primary School and Gammams Primary School if, as one of their tasks is to develop the school infrastructures, there has been any extension of classrooms at their schools since the implementation of the UPE policy. The respondents from Khomasdal Primary School responded affirmatively, stating that there has been an extension of new classrooms at their school – this was achieved through a donation by a Chinese sponsor. The respondents from Gammams Primary School responded that there has not been any extension of new classes at their school. The respondents reason that, even though the classrooms are not sufficient for the influx of learners enrolled at the school, there is nothing they can do because the Namibian government is currently undergoing difficult financial issues due to the declining economic status of the country.

Three questions were posed to the two Directors of Education with regard to the 'capacity' needed to effectively and successfully implement the UPE policy. The first question asked the respondents whether there are adequate resources in place to successfully implement the UPE policy. Both respondents responded in the negative. The second question asked the respondents what the resource constraints are that are affecting the implementation of the UPE policy. One respondent answered that the country is facing severe financial

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constraints and the UPE policy has been introduced too hastily. Therefore, some schools still do not have enough resources, such as tables and chairs. However, the Ministry of Education is working on these issues. The second respondent stated that there are not enough human resources to do regular inspections and an effective monitoring and evaluation system to assess the progress of the policy is lacking.

The final question under 'capacity' asked the two Directors of Education how they would rate the 'capacity of the UPE policy'. One respondent rated the capacity as 'fair'. The respondent motivated that "due to the financial crisis that the country is facing, most schools receive the UPE funds from the Ministry of Education late. There are only some resources available to successfully implement the UPE policy. For instance, some schools still do not have enough textbooks for all their learners". The second respondent rated the capacity of the UPE policy as 'bad', stating that the implementation of the UPE policy was haphazard as proper provision and projections of the UPE funds were not done as there is a severe shortage of funds. This is affecting schools negatively as adequate resources, such as textbooks and chairs, are insufficient due to the lack of funds.

4.4.5 The Role of Clients and Coalitions in the Implementation of the UPE Policy

Policy implementation scholars have come to the conclusion that the success of any policy implementation process depends on those target groups at which the policy is aimed. Under this section, one question was directed at the SGB members of Khomasdal Primary School and Gammams Primary School and five questions were directed at the two Directors of Education.

The question asked the SGB members to state the main issues that need to be effectively addressed by them to ensure that the UPE policy is successfully implemented. The SGBs from Khomasdal Primary School and Gammams Primary School all stated that, before they sign the cheques for the approval of withdrawal from the UPE fund by the primary schools, they should ensure that the items that the school intends to purchase are included on the list of items that are outlined in the Administration Manual of the UPE fund, in order to ensure that the UPE money is not utilised on unnecessary items.

The first question asked the Directors of Education who the key stakeholders are that are involved in implementing the UPE policy and reasons as to why they are the key partners. The first respondent said that, since Namibia is rated a high to middle income country, many donors withdrew their support. As such, the Namibian government is the sole implementer of the UPE policy and is responsible for allocating the UPE funds to all primary schools in the country. The second respondent noted that the principals, SGB, teachers and the education inspectors are all key stakeholders involved in implementing the UPE policy. Neither respondent elaborated on their responses.

The second question asked the respondents whether there are any official arrangements in place that allow the Ministry of Education to actively involve different interest groups and other outside players in the implementation process of the UPE policy. The first respondent noted:

> *"Not all stakeholders were part of the of the policy formulation process, it all depends on the initiatives of the directorates. Stakeholders, such as teachers and principals, were not involved in the formulation of the UPE policy, they only got involved after the policy was implemented as thus to this day all initiatives to ensure that the UPE policy is effective are all put forward in the 'content' of the UPE policy which was solely formulated by the officials of the Ministry of Education"* (Annexure C)*.*

The second respondent chose not to answer this question.

The third question asked the respondents to state, in their own words, what roles the Ministry of Education, the private sector and the community should play in implementing the objective of the UPE policy. The first respondent said that there should be regular training and monitoring by the Ministry of Education. With regard to the private sector, the respondent suggested that they should support schools by sponsoring some of the major activities at schools. The respondent suggested that the community pledge support to schools by voluntarily contributing money on a regular basis. The second respondent suggested that the Ministry of Education should put a levy in place that will help towards the implementation of the UPE policy rather than funding it completely. The respondent

did not mention any suggestions regarding the private sector helping to implement the goal of the UPE policy. The respondent suggested that community members that are financially well off can voluntarily contribute to the upkeep of the schools in the form of funds. The final question, under 'clients and coalitions' asked the two Directors of Education how they would rate the 'clients and coalitions of the UPE policy'. Both respondents rated the clients and coalitions of the UPE policy as 'fair'. One respondent explained that "this process of the UPE policy had to a large extent been explored; however, there is still room for improvement".

4.4.6 Communication around the Implementation of the UPE Policy

Under this section, one question was directed at the SGB members of Khomasdal Primary School and Gammams Primary School. This question asked the SGB members if there is any sort of communication plan in place between the SGB and the Ministry of Education to support the implementation process of the UPE policy. 100% of respondents from both primary schools said that there is a communication plan in place. One SGB respondent from Khomasdal Primary School made this clear by stipulating "we communicate with the principal and the principal will then communicate with those on the top level. By that, I am referring to Directors of Education and Inspectors of Education".

Two questions were directed at the two Directors of Education with regard to communication. The first question asked respondents whether there is any sort of communication plan in place to support the implementation process of the UPE policy. Both respondents confirmed that there is a communication plan in place and that this is the Operational Manual written to guide the administration of school finances. One respondent further went on to say:

> *"At the initial implementation stages of the UPE policy, all SGB members and principals attended workshops in their respective regions that were hosted by the personnel of the Ministry of Education, the workshops' aim was to train the SGB members and principals how to utilize and manage the UPE funds. However, since only SGB members and principals attended this*

workshop teachers and parents who were not part of the SGB's missed out on this important workshop which is worrisome because this workshop shared significant information and it only took place once ever since the UPE policy was implemented. In addition, we have teachers that graduate from Universities and Colleges every year and most of them are unaware that the Operational Manual is the communication vehicle for stakeholders to support the implementation of the UPE policy" (Annexure C).

The final question asked the respondents to rate the communication between stakeholders that are responsible for the implementation of the UPE policy. Both respondents rated the communication as 'fair', with one explaining that "there is a good communication level at regional level but not between the Ministry of Finance and the Ministry of Education's Finance Department and the communication to the schools. Schools do not know at times how much is allocated per child".

4.4.7 Coordination of the UPE Policy

Coordination is the process of integrating the objectives and activities of separate units in order to achieve policy goals efficiently. Under this section, two questions were directed at the SGB members of Khomasdal Primary School and Gammams Primary School, whilst four were directed at the two Directors of Education.

The first question asked SGB members from both primary schools whether there is any type of coordination taking place between the SGBs of different schools in the region that will assist in the successful implementation of the UPE policy. 100% of the SGB respondents of both primary schools answered with 'no'. The second question asked the SGB respondents, if they said no, what type of coordination practices should be practiced between different SGBs in order to assist the successful implementation of the UPE policy. 100% of the SGB respondents from both primary schools stated that all SGB members from all schools in the Khomas Region should come together on a regular basis so that they can share ideas and learn from each other as this might essentially assist in the successful implementation of the UPE policy.

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Four questions were asked of the two Directors of Education with regard to coordination of the UPE policy. The first question asked the respondents which forms of coordination are taking place between the SGBs and between different schools in the region that will assist in the successful implementation of the UPE policy. Both respondents answered that there is no coordination taking place. The second question asked the respondents to state, in their opinion, which types of coordination practices should be practiced in order to assist the successful implementation of the UPE policy. The first respondent preferred not to answer this question. The second respondent answered that "the SGBs of all schools in the Khomas Region should have regular meetings, exchange programs, mentorship programs with each other to assist and evaluate each other".

The third question asked respondents to rate the coordination within their department. Both respondents rated the coordination within their department as 'fair'. This shows that those tasked with the execution of the implementation of the UPE policy only have limited coordination practices with each other. One respondent stated that there is still room for improvement in order to ensure that all stakeholders are informed of the latest developments at school level. The final question asked respondents to give their opinion on what they think should be done to progress the implementation process of the UPE policy. One respondent noted that a regular review of the operational manual for control of school finances should be carried out. The second respondent stated that a levy should be instituted for more sustainable funding, either through tax or rates.

4.4.8 Teachers' Responses

Under this section, eight questions were directed to the 30 teachers that participated in the study. The 30 respondents are a combination of teachers from Khomasdal Primary School and Gammams Primary School. The data is presented together.

The first question asked respondents whether they knew the UPE policy goal. 33% of the respondents referred to it as only free primary education and 7% of the respondents referred to it as a tool for achieving poverty reduction and human development to ensure education is affordable for the majority of Namibian children. 60% referred to it as funds allocated to

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schools every term by the Ministry of Education to help with the day-to-day running of administration work at the schools so that parents do not need to pay for their children's primary education.

The second question asked the respondents to state their qualifications. The results are shown in Figure 4.1 below.
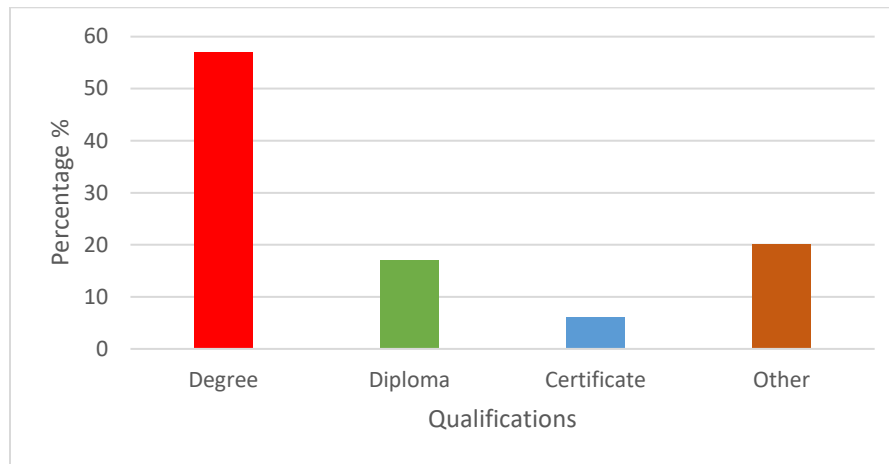
Figure 4.1. Qualification of teachers

57% of respondents said that they have degrees in Education, 17% stated that they have diplomas in Education, and 6% mentioned that they have certificates in Education. The other 20% of respondents said that they have other qualifications, mainly Grade 12 certificates.

The third question asked the respondents if, now that the UPE policy has been implemented, the enrolments of learners in their schools increased or decreased. 100% of respondents stated that the enrolment rate of learners in their primary school has increased. The follow up question asked the respondents, if they said that the enrolment rates had increased, has it affected their quality of teaching, to which 100% said yes. The respondents were again asked, if they answered that the increase of learners enrolled in their primary schools has affected their quality of teaching, how the increase has affected their quality of teaching. 17% of the respondents stated that learners are more disruptive, making it difficult to teach. 50% said that they are unable to give individual attention to each learner, whilst 33% of the respondents chose both options: that learners are more disruptive making

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it impossible to teach and that they are unable to give individual attention to each learner. One respondent further added that "my classroom is way too overcrowded with learners, thus I am always under extreme pressure to ensure that every learner understands the activities and work I give them. It is very difficult to handle such a big class. The ratio in my class is 1:43".

The fourth question asked the respondents to rate the performance of their learners under the UPE policy when compared to the previous education system. The responses are illustrated in Figure 4.2.
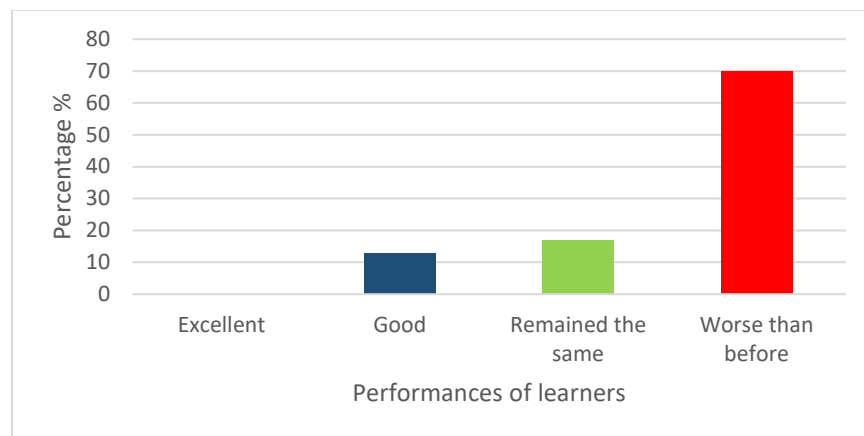
Figure 4.2. Performance of the learners under the UPE policy when compared to the previous education system

When compared to the previous education system, 13% of the respondents felt that their learners' performance under the UPE policy is good. 17% of respondents said that the performance of their learners remained the same, whereas 70% said that their learners' performance is worse than before.

The fifth question asked respondents whether their learners share textbooks/learning materials. 100% of the respondents confirmed that their learners share textbooks/learning materials. The follow up question asked the respondents, if they said yes, how many learners share one textbook. 70% of respondents said that three learners share one textbook, whilst 30% stated that two learners share one textbook.

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The sixth question asked the respondents whether there are enough desks and chairs for each learner in their classes. The responses are presented below, in Figure 4.3.
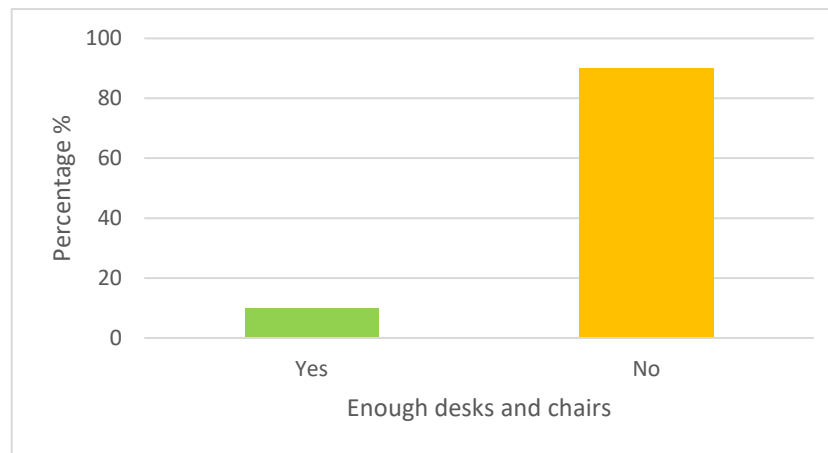
Figure 4.3. Are there enough desks and chairs for each learner in your class?

90% of respondents answered 'no', there are not enough desks and chairs for all the learners in their class, whereas 10% said 'yes', there are enough desks and tables for each learner in their class.

The seventh question asked respondents whether they think the UPE policy has reached all of its objectives. As mentioned earlier, the researcher was corrected by the school governing board members and the Director of Education, who stated that the UPE only has one goal and not multiple objectives. 80% of respondents stipulated that the UPE policy has reached its goal, which is to make primary school education free by abolishing tuitions/school fees and thus increasing the enrolment rates of learners in primary schools. One respondent further emphasised that "the Ministry of Education allocates the UPE funds to primary schools to use for their daily activities, such as paying for internet services. However, since the UPE policy has been implemented, we have shortages of textbooks, chairs and desks due to the increased number of learners enrolled". The respondent further went on to say that "we have few qualified teachers and the 1:42 teacher to learner ratio makes it impossible specifically for me to teach".

20 percent of the respondents felt that the UPE policy has not reached its goal. They argued that, though there is an increase in the enrolment rates of learners in the primary schools,

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there are still not enough resources to make the UPE policy a reality, which is also hindering the quality of education. One respondent explained this argument further:

> *"Yes, more learners now have access to primary education but without having enough resources such as textbooks, chairs, desks and even extra classrooms how can one say that this policy has reached its goal? We cannot just be satisfied with the increased enrolment rates of learners in primary school, what about the resources they need to effectively learn from? How will quality education be achieved, if teachers are overwhelmed with their overcrowded classrooms as some teachers find it difficult give individual attention to each learner and the learners share textbooks, which learners gets to go with the textbooks to their homes during tests and examinations? I believe that in order to say that the policy has reached its objective the resources needed to make this policy goal successful, adequate resources need to be in place"* (Annexure D).

The last question asked respondents what they think should be done in order to ensure the successful implementation of the UPE policy. 40% of respondents said that the UPE funds should be allocated in time to maintain the smooth running of the schools. 53% of the respondents said that more primary schools should be built and extra classrooms should be erected at the existing primary schools to cater for the increase of learners. These respondents added that more resources, such as textbooks, chairs and desks, should be made available to the schools to cater for the increase of learners. More qualified teachers are also needed, and training should be provided to unqualified teachers. 7% of respondents said that the UPE policy should be abolished. One respondent added that "there is nothing for free in life, education is being compromised here so it's better to abolish this UPE policy".

The respondents were asked if there is anything more that they wanted to add. 90% said no, whilst 10% of the respondents said that having one teacher per subject would increase the quality of teaching.

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4.5 Analysis and Research Findings

This part of the research focuses on turning the data collected from the collection instruments into information that is significant to this study by analysing the data according to the theory. The data collected from all the respondents who participated in the study is analysed together under each of the variables. The research findings will be presented under the 7 C's protocols in the exact same way that it was utilised in order to get sufficient information from the fieldwork.

4.5.1 Content of the Universal Primary Education Policy

With respect to policy as 'content', the question posed to the respondents by the researcher concerned the role that policy as 'content' has on the implementation of the UPE policy. Brynard (2005) states that the content of the policy is significant not only in the approaches it will apply to reach its set goals/objectives, but also in how it chooses to reach those goals and objectives. It is evident from the information extracted from the fieldwork that the UPE policy has a worthy goal to improve access to primary education. However, the UPE tool that is utilised to assist in achieving the goal of the UPE policy is not as effective as predicted. This was brought to light by the respondents during the fieldwork when they noted that, in most cases, the Ministry of Education allocates the UPE funds late to the schools. This causes the schools to struggle as they are unable to purchase materials needed on a daily basis to run the school effectively. It is obvious that if the UPE tool which is utilised to achieve the goal of the UPE policy is not effective, then it is most likely that the implementation of the UPE policy will greatly suffer.

The problem in Namibia initially was that there were learners who could not gain access to primary education, an issue which the UPE policy addressed through its content goal of improving access to primary education. However, through the implementation of the UPE policy a new problem was created, which was now quality of education given the fact that access increased capacity and capability did not improve with it. Therefore, the unintended consequence was that quality of education was being neglected as the UPE fund is being

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allocated late to the primary schools, could only be used for certain resources and was calculated per pupil.

As such, the poor design (content) of the UPE policy has affected the variable of capacity, which is in turn affecting the quality of education. Access to education is meaningless without quality education. According to Brynard et al. (2011:147), without a well-structured policy 'content' it is most likely that the intended policy will fail in its implementation as there is no proper 'content' guiding how the perceived problem in the policy is going to be addressed.

4.5.2 Context of the Universal Primary Education Policy

O'Toole (1986:202) narrates that "the field of implementation has yet to address, as part of its research strategy, the challenge of contextuality, beyond fairly empty injunctions for policy makers, implementers, and researchers to pay attention to social, economic, political, and legal settings". It is clear from the respondents that there are efficiency concerns regarding the UPE funds that need to be effectively addressed at an institutional level in order to ensure that the UPE policy is successfully implemented. The efficiency concern is that the UPE funds are paid late to the schools by the Ministry of Education.

The fact that the goal of the UPE policy has been aligned with national policies, such as the NDP, Education For All and the National Plan of Action (2001-2015), shows that there is a real foothold for the policy, when it comes to educational issues. The fact that the respondents rated the 'context' of the UPE policy as fair and bad implies that the political and social realities upon which the UPE policy is implemented is both good and bad. On the positive side, it makes room for all learners to be included in the education system; however, the late payments of UPE funds to the school from the Ministry of Education is a negative. This efficiency issue must be addressed at the institutional level in order to ensure that the UPE policy is successfully implemented.

Furthermore, the content goal of the UPE policy and the means to achieve that goal are ineffective due to the delay in receiving the UPE funds and, as a result, it affects the

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institutional actors (context), such as teachers who are influencing the implementation process of the UPE policy. They are unable to carry out their responsibilities effectively because teaching aids and materials are insufficient and, therefore, the teachers are ineffective which in turn affects the quality of education.

4.5.3 Commitment to the Universal Primary Education Policy

Warwick (1982:135) puts forward that "effective and efficient bureaucratic structures may be in place to implement policy, but without commitment from those role players responsible for implementation, nothing will happen". It is evident from the respondents that there is very strong commitment and support from the implementers at 'street level'. However, a lack of commitment from the top-level bureaucrats, who in this case are the officials of the Ministry of Education, has hampered implementation of the UPE policy.

The respondents mention that the 'content' of the UPE policy looks good on paper and the commitment and support level of the implementers is evident throughout the 'content' of the UPE policy. However, that is not the case in reality as there are many issues at the 'street level' that are encountered by the schools due to the late allocation of the UPE funds, funds that should ensure that the goal of the UPE policy is achieved, by the Ministry of Education.

The commitment and support level of the officials at top level is not strong and this consequently drastically affects the commitment level of those at street level, which can result in the policy failing or having little effect on its goal. Warwick (1982:135) notes that governments may have the most logical policies in place in order to guide development in their countries but, if those individuals that are placed at the forefront to carry out these policies are unwilling, or more so unable, to enact them, it is most likely that these policies will fail or have little effect on the policies' intended goals/objectives. This point is also clearly supported by Brynard (2000:181), who affirms that it is of utmost importance to ensure commitment at all levels of the policy implementation process, whereby commitment has to flow from the government level down to street level bureaucrats.

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It is evident that the content goal of the UPE policy is affecting the commitment level of the institutional actors, such as the primary schools and teachers that are influencing the implementation of the UPE policy, because the UPE tool that is utilised to achieve the UPE policy goal is not effective due to the delay in the allocation of the UPE funds to the primary schools. The commitment level of the stakeholders to implement the UPE policy effectively is created by the policy content as well as the capacity which are often controlled by the officials at the top level and if those two variables are ineffective then it is most likely to affect the commitment level of those at the street level, such as the teachers. The fact that the commitment level of the UPE policy at government level is weak evidently means that the commitment and support level of those at street level will also be weak. It is obvious that this will have a drastic impact on the successful implementation of the policy.

4.5.4 Capacity to carry out the Universal Primary Education Policy

The literature on policy implementation is quite immense regarding capacity when compared to other effective variables for successful policy implementation (Brynard et al., 2011:148). Hence, a condition for successful implementation is necessary administrative and other skills to do the job – that is the capacity to implement an intended policy.

Capacity has to do with the resource allocation to implement policies successfully. With regards to the UPE policy, the resources needed to accomplish implementation of the policy were scrutinised. It is clear from the respondents that the UPE policy has reached its goal of access; however, it is lacking adequate resources to effectively implement the policy, and this is hindering the quality of education.

Respondents mentioned the following resource constraints: inadequate textbooks, tables, chairs, qualified teachers, as well as inadequate classrooms to cater for the increase of learners enrolled in primary schools. In addition, the responses from the interviews show that there is also a financial challenge whereby the UPE funds are not allocated to schools on time. Furthermore, human capacity, such as the acquisition of qualified teachers, is a

challenge because this results in the learners being taught by unqualified teachers, which can result in them not receiving quality education.

It is clear from the teachers' responses that the increase in learners has drastically affected their quality of teaching. Due to overcrowded classrooms, they are unable to give individual attention to learners. In addition, the sharing of textbooks by learners also negatively impacts the students' abilities to learn. As explained by UNICEF (20011:6), "teachers are notably happier, more efficient and are able to give children individual attention when the sizes of classes are kept small". Furthermore, quality education, as well as learning, does not occur by simply packing children into one class.

According to Fuller (1985), quality of education is linked to two sets of school characteristics which play a major role in providing the necessary academic skills for children to gain quality education. These are, firstly, the amount of materials, such as textbooks, desks, pencils as well as papers that schools provide per learner and, secondly, the supervision of these physical factors, such as the relations/interface between teacher and learner. In essence, teachers play a vital role in influencing learners' achievements using materials such as textbooks. As such, the level of material availability per individual learner signifies a certain level of quality. Therefore, schools with insufficient material resources find it particularly hard to enhance learning.

Lipsky (2010:37) states that it is necessary to have mechanisms in place to monitor the implementation of the intended policy. It is evident from interviews with respondents that there is no effective monitoring and evaluation system in place to continuously check the progress of the UPE policy. This has affected the implementation of the UPE policy. It is apparent that the UPE policy will suffer greatly without the presence of clear monitoring and evaluation indicators that will effectively keep track of the goal of the UPE policy.

Due to the lack of commitment from the officials at the Ministry of Education to implement the UPE policy effectively, the capacity to implement the policy is also affected. This is due to there being inadequate resources (as mentioned above) to implement the UPE policy effectively, which in turn is affecting the quality of education as quality education entails ensuring that there are adequate learning materials, chairs and tables.

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4.5.5 Clients and Coalitions of the Universal Primary Education Policy

Policy implementation scholars have come to the conclusion that the success of any policy implementation process heavily depends on those target groups at which the policy is aimed. It is evident from the responses of the participants that there is a gap with respect to the UPE policy and the engagement of its stakeholders to implement the policy, as all initiatives depend heavily on the directorates who are at the forefront of implementing the policy. As policy scholars note, it is important to involve the target groups who are the citizens at which the policy is targeted, otherwise the policy will suffer drastically.

Involving the target group and stakeholders at the formulation stage of the UPE policy is crucial because these individuals can give their opinions with regard to the 'content' of the policy as so to make the policy a success. However, in this case, the teachers, SGB members and parents were only involved after the policy was implemented. The involvement of the target group once the policy is already implemented is ineffective and will most likely cause the policy to fail. Potential stakeholders, such as parents, should have been engaged when the UPE policy was being formulated. Their opinions matter as the policy is aimed at their children. Engaging other outsiders, such as the private sectors and the community, in the implementation of the policy would also do justice to the UPE policy.

It has been made clear that the Ministry of Education has failed to involve clients and coalitions, such as teachers and parents, at the formulation stage of the UPE policy. As such, the other six variables needed to effectively implement the policy are negatively affected. Haddad and Demsky (1995:22) emphasise that it is significant to involve different stakeholders in the policy-making process, because failure to involve these stakeholders may often lead to the implementation failure of the intended policy.

4.5.6 Communication around the Implementation of the Universal Primary Education Policy

The 6th C can be regarded as equally important communication as Brynard's original 5 C's policy implementation protocol (Burger, 2015:30). According to Brynard (2005:21), it can be debated that 'communication' plays a vital role in all of the above-mentioned variables of policy implementation but, at the same time, it is of importance to classify it as a variable on its own. From the respondents' responses, it is quite clear that there is a communication strategy in place to ensure that the UPE policy is a success. For instance, the Operational Manual, written to guide the administration of school finances, is the communication tool for all stakeholders involved in the implementation of the UPE policy. However, as one Director of Education respondent made clear, not all stakeholders are aware that the Operational Manual is the communication tool for the implementation of the UPE policy.

The Operational Manual guides the administration of the UPE funds at primary schools but stakeholders such as teachers and parents who were not part of the SGBs did not attend the workshop which trained the SGB members and principals on how to utilise and manage the UPE funds. The workshop further emphasised that the Operational Manual is the communication tool to implement the UPE policy successfully. This finding is crucial because it will have a drastic impact on the successful implementation of the UPE policy.

The fact that not all stakeholders are aware that the Operational Manual is the communication tool for the implementation of the UPE policy means that the variables such as content, commitment and capacity needed to successfully implement the UPE policy are affected. Lack of communication affects content, because stakeholders are not aware of how the content goal of the UPE policy is to be achieved. The commitment level of certain stakeholders who are unaware of this communication tool (the Operational Manual) is also affected because they are not aware of how the UPE funds are to be utilised, as it instructed in the Operational Manual.

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4.5.7 Coordination of the Universal Primary Education Policy

Burger (2015) made an additional extension to Brynard's 5 Cs (2005) in public policy implementation. Burger (2015:94) stipulates that concrete 'coordination' plays a significant role in a successful implementation policy process. Therefore, coordination can be classified as the seventh variable.

It should be noted that there is no horizontal coordination between the schools or any real vertical coordination between the schools and the Ministry of Education. There are UPE guidelines for implementing the funds – there is financial support, but no technical support in efficiently implementing those resources. As O'Toole and Montjoy (1984:492) state: "converting policy intention (content) into action requires those charged with execution (commitment) to cooperate (coordinate) towards the achievement of the policy. A lack of coordination in organisations, therefore, takes place when there is lack of commitment and content in policy implementation". The findings from the fieldwork show that the UPE policy lacks 'coordination' as there is a lack of 'commitment' and 'content' (as the tools are inadequate to achieve the objective) in implementation of the policy itself.

It is clear that a challenge in one variable could lead to further challenges in the other variables. Therefore, the success of any implemented policy depends on effectively considering all of the 7 C's protocols to ensure that a policy is successfully implemented as the 7 C's protocols work together simultaneously.

4.6 Teachers' Responses on Quality Education

It is clear from the teachers' responses that the increase in the enrolment rates of learners in primary schools has hindered the quality of education. This increase has affected the teachers' quality of teaching because they are unable to give individual attention to each learner and learners are more disruptive, making it difficult to teach due to the overcrowded classrooms. This is clearly emphasised by UNICEF (2011:6) who notes that "teachers are notably happier, more efficient and are able to give children individual attention when the sizes of classes are kept small." In addition, teachers' responses indicate that there is still a

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lack of resources, such as textbooks, chairs, desks and extra classrooms, to make the UPE policy effective. Therefore, the increase in learners enrolled in primary schools without a subsequent increase in adequate resources has evidently created a new problem that relates to the quality of education being provided.

Access to education does not only entail making education accessible to learners but necessitates ensuring that learners also receive quality education. According to Fuller (1985), quality of education is linked to two sets of characteristics in schools, which play a major role in providing the necessary academic skills for children's quality education. These are, firstly, the amount of materials, such as textbooks, desks, pencils, as well as papers the schools provide per learner and, secondly, the supervision of these physical factors, such as the relations/interface between teacher and learner. In essence, teachers play a vital role in influencing learners' achievements using materials such as textbooks. As such, the level of materials available per individual learner signifies a certain level of quality. Therefore, schools with insufficient material resources find it particularly hard to enhance learning.

According to Cloete (2018:303), if an implemented governmental policy becomes outdated or ineffective because of changes in society, then a breach between the policy implementers (which is the government) and the society develops, which in turn creates conflict between what the policy is supposed to achieve and what is really happening in practice. Policy implementation scholars such as Lipsky (2010:36) note that many policies fail because of their designs, simply because the policy design may be poorly structured. In some instances, facilities are insufficient or frontline implementers of the policies are unable to carry out the policy goal due to lack of commitment. When an implemented policy has a weak policy design (content) and inadequate resources (capacity) to effectively implement the policy, a need for policy change is required in order to bring about better results from said policy (Cloete, 2018:303).

It is, therefore, safe to argue that the teachers' responses significantly indicate that the problem or need of the UPE policy was incorrectly defined. The problem was not just to ensure that more learners have access to primary education, but that they had access to and received quality education that is sustainable within a developing country context.

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Evidently, this means that the content (policy design) of the UPE policy is an issue as it was supposed to include access to quality education, rather than just access to education. As such it affects the learners (clients and coalitions) as there are inadequate resources (capacity) to enhance learning, which is in turn affecting the quality of education. Through the research implementation evaluation of the UPE policy at Khomasdal Primary School and Gammams Primary School, it is clear that the problem has now shifted and, therefore, policy change is needed to update the content of the UPE policy to include quality as a goal as well.

4.7 Conclusion

The evaluation of the implementation process of the Universal Primary Education (UPE) policy provides significant and imperative data. This evaluation process started with the laying down of the information collected by the researcher via fieldwork interviews with the two Directors of Education and the SGB members of Khomasdal Primary School and Gammams Primary School. Data was also collected from the teachers' questionnaires at Khomasdal Primary School and Gammams Primary School. All of these parties are accountable for the coordination of the implementation process of the UPE policy.

The research findings show that there are, indeed, multiple factors which hinder the implementation of the UPE policy at Khomasdal Primary school and Gammams Primary school. The evaluation of the implementation process of the UPE using the 7 C's protocols shows that the UPE tool used to achieve the goal of the UPE policy is not effective, as the UPE funds are always paid late, causing primary schools to struggle as they unable to purchase materials needed on a daily basis to run the school effectively.

The commitment and support level for the implementation of the UPE policy by the officials at the top level is also insufficient. With the literature being quite immense on 'capacity', it is also deemed as one of the most significant variables as it has to do with the resource allocation needed to implement policies successfully. The implementation of the UPE policy at Khomasdal Primary school and Gammams Primary school lacks adequate resources needed to successfully implement the policy. This is a major issue as the quality

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of education is being negatively affected due to a lack of resources. There is also an absence of monitoring and evaluation apparatuses and indicators to keep track of the UPE policy. In addition, the policy does not engage the target group at which it is aimed.

The extensive examination and scrutiny of the information that was brought forward by the 7 C's protocols indicates that there are multiple challenges that the UPE policy is facing at Khomasdal Primary school and Gammams Primary school when effectively coordinating the implementation of the policy itself. When analysing the data against the 7 C's protocols, it is evident that the variables work together simultaneously and thus a challenge in one variable could potentially lead to a challenge in another variable. The next chapter will look at the conclusions of the findings, as well as the recommendations.

CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

In the previous chapter, the data yielded from the fieldwork shows that, for such a small-to middle-income country that is currently facing financial crisis, the UPE policy had the inspiring goal of providing access to free primary education to all Namibian children. Although the UPE policy has good intentions, which are to ensure that every Namibian child is exposed to primary education by eliminating all barriers, the data yielded shows that the UPE tool used to achieve that goal is proving insufficient and, as a result, the quality of education is being hampered. The data yielded from the fieldwork indicates that the 'content' of the UPE policy has not been updated or restructured since its implementation. The current loopholes in the policy, such as the late administration of the UPE funds, which are being experienced by the implementers have yet to be addressed. The resource constraints needed to effectively implement the policy have also impacted on the implementation process of the UPE policy. In addition, there is a crucial concern regarding the absence of monitoring and evaluation of the implementation process of the UPE policy, which puts it in a difficult position because its impact cannot be measured.

The stated objective of this thesis is to assess the implementation evaluation of the UPE policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia, using the 7 C's protocols. With this said, the researcher evaluated the challenges faced by teachers, management and the SGB members due to the implementation of the UPE policy, as well as whether the policy has reached its goal of providing access to education through free primary education funded by the government.

It was found that, given the implementation of the UPE policy, quality of education has been negatively impacted as a result of a lack of timeous distribution of financial, human and physical resources, insufficient facilities, and teachers' unmanageable workloads. While the UPE policy has reached its goal, as the provision of free primary education has increased learners' enrolments in primary schools, it has had an adverse effect on the quality of education. The deduction can be made that the implementation of the UPE policy in Namibia was too hastily and poorly executed, and this is attributed to the following:

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- The 'content' of the UPE policy not being updated or restructured since its initiation, making the policy obsolete.

- The institutional context with regard to the UPE funds being allocated late to the schools by the Ministry of Education, which has affected commitment to effectively implement the UPE policy. The reason for this is the funds from the Ministry of Finance which are allocated to the Ministry of Education are not sufficient due to the economic financial issues that Namibia is facing. A further reason is that the technological system which is used by the Ministry of Education to allocate the UPE funds to the primary schools is ineffective.

- The inadequate financial, human and material resources needed to implement the UPE policy affecting the successful implementation thereof, as well as the quality of education.

- Not engaging clients and coalitions at the inception of the implementation of the UPE policy.

- The absence of a monitoring and evaluation system that will keep track of the progress of the implementation process of the UPE policy.

Appropriate actions must be taken to address the above-mentioned concerns so as to assist in the successful implementation of the UPE policy. The researcher's recommendations are detailed for the Ministry of Education and Ministry of Finance in the following sections in order to assist in implementing the UPE policy effectively.

5.2 Recommendations

Below are the recommendations put forward by the researcher which will assist in improving the implementation process of the UPE policy. The recommendations will be presented under the 7 C's protocols in the same way that it was utilised to obtain sufficient information from the fieldwork.

5.2.1. Recommendation 1 - Content: Update the policy content of the Universal Primary Education Policy

The researcher recommends that the goal of the UPE policy be updated to include access to quality education, and not just access to education, by providing the primary schools with adequate infrastructures, chairs, tables and textbooks and ensuring that the teachers have the proper qualifications needed to teach the learners. The content of the UPE policy should also be updated on at least a five-yearly basis to ensure that it is in line with other national policies that are focused on educational matters. These policies include the national development plans (NDPs); Sector Policy on Inclusive Education; and Education for All, National Plan of Action (2001-2015). Updating the UPE policy, more especially so in an environment where the 'context' as well as the 'content' of national policies are forever changing, is significant and advisable to ensure that the policy itself does not become obsolete.

5.2.2. Recommendation 2 - Institutional context: Improve the effectiveness of the Universal Primary Education fund tool used to achieve the goal of the Universal Primary Education Policy

It was concluded that the tool used to achieve the goal of the UPE policy is not effective as the UPE funds, in the majority of cases, are allocated late to the primary schools, causing the schools to struggle as they are unable to timeously purchase the materials needed on a daily basis to run the schools effectively. The researcher, therefore, recommends that the Ministry of Education implement a proper fund allocation system. For instance, setting a specific week in the calendar at the beginning of each school year that is dedicated to allocating the UPE funds in a timeous manner to all primary schools to prevent the delay of the administration of the UPE fund.

5.2.3 Recommendation 3 - Commitment: Development of an effective monitoring and evaluation system

One of the most unsettling conclusions reached by the researcher is that there are no monitoring and evaluation tools and indicators in place to check and report on the progress of the implementation of the UPE policy. Therefore, the researcher recommends that a monitoring and evaluation system be established, such as a Result-Based Management (RBM) system, which will report on the performance of the UPE policy by assisting in answering questions such as: 'Is the goal of the UPE policy being achieved?' It is essential to evaluate at which level the monitoring and evaluation system should be placed, because they will be working closely together to monitor and report on the progress of the UPE policy. One suggestion is to place it in the planning unit of the Ministry of Education. Having a monitoring and evaluation system in place will prove to be effective, as the progress of the UPE policy will be tracked.

5.2.4 Recommendation 4 - Capacity: Provisioning of adequate resources needed to successfully implement the Universal Primary Education Policy

The researcher recommends that the Ministry of Education provide primary schools with adequate resources, such as textbooks, chairs and tables, so as to cater to the increased number of learners and uplift the quality of education. Understanding that the country is currently going through a financial crisis, and that this could be why the Ministry is struggling to provide adequate resources to all primary schools, the Ministry can write letters to sponsors within and outside of Namibia in order to get some financial assistance or to get materials, equipment and infrastructures needed to ensure that there are enough resources at all primary schools.

Education is regarded as one of the most crucial aspects in achieving human development. Thus, if the country is looking for sponsorship in this regard, it is likely to find donors such as the Harold Pupkewitz Foundation, which operates within Namibia, and also international donors such as the United States Aid (USAID), which are willing to assist it in achieving its goal of making education accessible through the UPE policy.

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In addition, since the country has a shortage of qualified teachers, the Ministry of Education can provide effective and extensive two-year in-service training for under-qualified teachers in order to assist them to upgrade their teaching experience and credentials. During the in-service training, the under-qualified teachers would be required to attend face to face block-classes, which would be taught by experienced teachers. Here, they would receive appropriate training and would be required to write tests and examinations and complete assignments on the contents of the in-service training programme. After the completion of the in-service training programme, the newly trained teachers could receive Diploma teaching qualifications, thus making them qualified teachers.

5.2.5 Recommendation 5 - Clients and coalitions: Closer engagement with inside stakeholders and the external private sectors

The Ministry of Education should institute a formal gathering between the Directors of Education, Education Inspectors, SGB members, teachers and principals so that crosscutting educational issues experienced due to the implementation of the UPE policy can be discussed. The implementation of the UPE policy is not just the responsibility of officials at the Ministry of Education but should be seen as the responsibility of every line function within the education environment. Therefore, a formal coalition between these stakeholders can be effectively utilised to discuss the issues being experienced due to the implementation of the UPE policy and suggestions can be offered as to how these can be addressed.

Furthermore, providing the line functions, in this case the school boards, teachers and principals, with an implementation framework, such as the guidelines for the administration of school finances, is not sufficient because this strategy imitates a top-down level of attitude. What is needed and what will be sufficient is a combination between a 'top-down' and 'bottom-up' tactic.

Moreover, literature on the New Public Management model is in full support of public-private partnerships (hereafter referred to as PPP) being formed between the public and private sectors (Haddad & Demsky, 1995:22). However, in this case the parents must also

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be involved through multi stakeholder parties whereby the contract and accountability will lie with the public and private sector partnership to make certain that effectiveness, as well as productivity, of governance is achieved.

It is therefore recommended that the implementers of the UPE policy engage the private sector in the implementation of the policy. Consulting and engaging the private sector in the implementation of the UPE policy can prove to be significant because the sector can effectively offer support whereby it can, for example, offer to build extra classes at primary schools to assist in catering for the increased number of learners. However, this positive initiative will be improbable if the numerous clients and coalitions are of the impression that they have not been consulted. It is for this reason that it is significant to build good partnerships between government, the private sector and the parents by engaging them in the implementation of the UPE policy, as having children that are educated is a priority for all and not only for government.

5.2.6 Recommendation 6 - Communication: Communicate with all stakeholders about the communication tool

Not all stakeholders are aware that the Operational Manual is the communication tool for the implementation of the UPE policy. This is because the workshop which was carried out by the Ministry of Education when the UPE policy was implemented was only targeted at the SGB members and the principals, while teachers and parents that were not part of the SGBs were excluded. What is worrisome is that this particular workshop has only taken place once since the implementation of the UPE policy and, as such, most new primary school teachers that graduate from colleges and universities every year are unaware that the Operational Manual is the communication tool for the implementation of the UPE policy.

The researcher recommends that the Ministry of Education should organise workshops on a yearly basis in each region in Namibia for stakeholders such as teachers, SGB members and principals to instruct them in the use of the Operational Manual as it contains guidelines

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on how the primary schools should use the UPE funds. This will, in turn, train the stakeholders on how to utilise and manage the UPE funds allocated to the primary schools.

5.2.7 Recommendation 7 - Coordination: Improve coordination between the stakeholders

It was concluded in the findings that the UPE policy lacks 'coordination' as there is a lack of 'commitment' from those charged with the execution of converting the policy intention into action. This is due to the tool used to achieve the UPE policy goal being ineffective. The researcher recommends that all stakeholders, such as SGB members, teachers, the Ministry of Education and the parents, should all be committed to cooperating in order to achieve the objective of the UPE policy. This can be achieved by means of holding a conference in order to discuss and establish appropriate solutions to the issues which are preventing the UPE policy from being implemented successfully.

5.3 Prospective Areas for Further Research

The study shows that there is a possible area that calls for further research in relation to this topic. This is an evaluation of the progression of the monitoring and evaluation indicators which would be utilised to effectively track and report on the progress of the achievement of the UPE policy goal, so as to make certain that those policy implementation apparatuses are operational in the implementation process of the UPE policy. Additionally, future research can be conducted as to how the guidelines in the content of the UPE policy are monitored for compliance.

5.4 Conclusion

In Chapter One of this study, the researcher stated the research objectives, which were to assess the implementation evaluation of the UPE policy at Khomasdal Primary School and Gammams Primary School in the Khomas Region, Namibia, to see if it has reached its goal of 'access to education' and to evaluate challenges faced by those on the ground level due

to the implementation of the UPE policy by making use of policy implementation approaches, as well as to determine the quality of education under the UPE policy. The researcher analysed this by evaluating the implementation of the UPE policy in the two randomly selected primary schools of Gammams Primary School and Khomasdal Primary School in the Khomas Region by making use of the 7 C's protocols which are needed to effectively implement policies.

The study reveals that the UPE policy did achieve its goal of increasing access to education through providing free primary education funded by the government. This initiative has increased learner enrolment in primary schools. However, now that the UPE policy has been implemented, the quality of education has been impacted as a result of a lack of and non-timeous distribution of financial, human and physical resources and facilities, the management of funds by schools, and an unmanageable workload for teachers.

The study also puts forward recommendations which are expected to assist in improving the implementation process of the UPE policy, as well as assist in improving the quality of education. The rationale behind this study was not to add new knowledge to the discourse of public policy implementation. Rather, it was devoted to assisting in comprehending the process of the UPE policy implementation and, in addition, evaluating and assessing it, thereby finding appropriate methods of refining the implementation process of the said policy and thus reaching a few relevant and appropriate conclusions on the implementation of the policy. Also of significance, the study has in numerous ways deliberated the significance of the 7 C's protocols by making sure that those variables are taken into consideration by policy implementers when they are formulating policies. Policy implementation is a complex process and it needs strong commitment and well-formulated approaches from multiple stakeholders to assist in making any policy a success.

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ANNEXURE A: GUIDELINES FOR ADMINISTRATION OF

SCHOOL FINANCES

MINISTRY OF EDUCATION
PROGRAMS AND QUALITY ASSURANCE (PQA)

GUIDELINES FOR THE ADMINISTRATION

OF

SCHOOL FINANCE

OPERATIONAL MANUAL

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1. The Directorate PQA Head Office, in particular Ms. Clemmentine Tsumis-Garises, Deputy Director (National Advisory Services) who is the pioneer in the development of this operational manual.

2. Regional representatives in the three training workshops that took place in Swakopmund, Ongwediva and Rundu. These representatives comprised of; Deputy Directors or their Representatives, Inspectors of Education, Cluster Centre Principals, School Principals, Accountants and NANTU Representative.

It is the wish of the Ministry of Education that the Regional Education Directorates, Inspectors of Education, School Boards and Schools will make good use of this operational manual and that effective administration and management of school finance will be the norm in our schools.

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ACTION STATEMENT ON PROVISION OF UNIVERSAL PRIMARY EDUCATION IN NAMIBIA
A
CONSTITUTIONAL ENTITLEMENT

After a long meandering road.........   UNIVERSAL PRIMARY EDUCATION ......
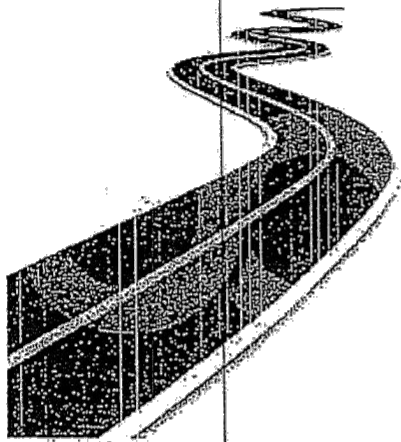
...has finally arrived in Namibia!

We must uphold

Article 20 of Namibian Constitution ⟵

(1) All persons shall have the right to education

(2) Primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge.

(3) Children shall not be allowed to leave school until they have completed their primary education or have attained the age of sixteen(16) years, whichever is the sooner, save in so far as this may be authorised by the Act of Parliament on grounds of health or other considerations pertaining to the public interest.

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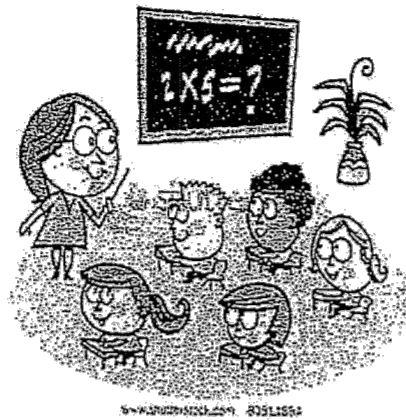
Definition:

Universal Primary Education

(herewith referred to as:

Free and Compulsory Primary Education in Article 20, Constitution of the Republic of Namibia)

It is a tuition- free education provision to all children enrolled in the primary education phase, clearly making the accessing of education in this phase charge-free to all yet where all school going age and under the age of sixteen years who have not completed the primary education phase are legally compelled to be in school.

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© Geo Images ™ www.ClipartOf.com/17347

Equality in the Eyes of the Law!

Education is an inalienable right enshrined in our Constitution, further guaranteed beyond our borders by virtue of Namibia being a member State to:

- The United Nations (UN),
- The Africa Union (AU)
- and the Southern African Development Community (SADC);

Where Namibia became a signatory to a number of international, continental and regional conventions, declarations and treaties in support of free and compulsory primary education also known as **Universal Primary Education (UPE)** and hereafter referred to as such.

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Definitions:

1. Benefiting Schools herein referred to as all state and some <u>state subsidised primary</u> schools including special schools.

2. Bank Institutions herein referred to as commercial banks.

3. Permanent Structures herein referred to as physical facilities that are made with bricks.

4. Education Grant herein referred to as funds appropriated for the implementation of Universal Fee-Free Primary Education.

GUIDELINES FOR THE ADMINISTRATION OF SCHOOL FINANCE

1. BANK ACCOUNT AND SIGNATORY POWERS

1.1 All the beneficiary schools should open an account (preferably a cheque) at the nearest banking institution.

1.2 Three (3) members from the school board should be assigned in writing during the meeting to have signatory powers; meaning any two (2) of the three (3) should sign on the cheques/withdrawal forms. Minutes of such meeting should be filed in the Finance file. The person that prepares the cheques (the treasurer) should not have signatory rights.

1.3 The specimen of the three (3) signatories should be given to the banking institution as per requirement; the school should write a letter to the banking institution and indicate the names, portfolios of these people who will give specimen of their signatures to the banking institution on a prescribed form. This is for verification purposes in case of suspected fraudulent transactions. NB: ***Every time changes occur regarding signatory powers, the school has to go through this exercise by notifying the bank on the cancellation of certain signatures and replacement thereof.*** *In addition, the school principal should guard against these specimen signatories not to fall in the hands of people who can forge signatures for fraudulent transactions.*

1.4 Copies of the above correspondence to the bank should be properly filed in the finance file for record purposes.

2. EDUCATION GRANT RECEIVED FROM THE MINISTRY OF EDUCATION

The Regional Directorates should write an acknowledgement letter to the Permanent Secretary of the Ministry of Education upon the receipt of funds.

2.1 UTILIZATION OF EDUCATION GRANT (EG)

These funds should be used by the School Board in accordance with the budget. It is advisable that it is mainly use for Teaching and Learning in the following areas:

2.1.1 Curriculum Attainment (Teaching Aids/ Stationery/Textbooks and other Learning Support Materials (LSMs).

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2.1.2 Teaching and learning related equipment/machinery: (photocopy machines & papers, duplicators, computers, printers, scanners, tape recorders, TV's, PA systems, air conditions for ICT centres, master roll etc.(with approval from the director)

2.1.3 Co- and extra-mural/curricular activities e.g. HIV and AIDS related activities, Sport, Religious Activities, Debate, Science Fair, TADA, School Choir, educational excursions and Culture (no transport should be included but equipment, attires. refreshments, and entrance/registration and affiliation fees).

2.1.4 Office administration (e.g. telephone, internet, fax, cartridges, office stationery, alarms, licences, health & medical support (First Aid kit), Post Box renewal in case not paid for by the Regional Directorate)

2.1.5 School related transport including co- and extra-mural/curricular activities and educational related activities.

2.1.6 The staff member attending school/cluster/circuit related activities may receive a stipend for incidental expenses such as food for lunch provided this is budgeted for and rates predetermined by school board during a meeting and indicated in the internal financial policy.

2.1.7 Hiring of relief teachers for a period less than 30 days only; the Education Grant should not be used as a source for employment creation, nor should it be used to appoint additional staff on top of the staffing norm to ease the work load of staff members. Payment rates should be predetermined by the School Board (SB) and recorded in the internal financial policy.

2.1.8 Top up on cleaning materials

2.1.9 School based CPD (staff development)

2.1.10 Namibian School Feeding Program (NSFP)-non-food items-(Approval from Regional Education Director)

2.1.11 Refreshment and transport for School Board related activities

2.1.12 Minor maintenance of existing infrastructure, equipment and school vehicles examples; leaking taps, door locks, window panes (see maintenance booklets)

2.1.13 Approval from the Regional Education Director should be sought for the construction of sheds, school fence and installation of solar panels.

2.2 EDUCATION GRANT (EG) SHALL NOT BE USED FOR THE FOLLOWING:

2.2.1 Purchase of vehicles

2.2.2 Construction of new permanent Physical Facilities or major renovations.

2.2.3 Provision of loans to any individual

2.2.4 Refreshments for the staff birthdays, parties (farewell, end of year) social events, gifts.

2.2.5 For other activities not mentioned under 2.1 and 2.2 the school must first seek for approval from the Regional Director of Education.

2.2.6 Remuneration for staff members for carrying out tasks over weekends/ afternoon are not allowed.

3. DISBURSEMENT OF EDUCATION GRANT TO SCHOOLS

3.1 Documentation in the Regional Directorate

The Regional Directorates, finance division and circuit offices in particular should be in possession of a file that contains the names of schools that should benefit from Education Grant. The list of the schools should contain the correct banking details.

3.2 Calculation of amounts

All the Regional Education Directorates should use the latest 15th school day statistics to determine the number of learners per identified Schools. Based on these statistics the Regional Directorate will calculate the unit cost/amount per learner, preferably use a formula to determine the amount for each school. The Regional Directorates should communicate back to head office in case of huge discrepancies in terms of number of learners and the allocated amount. Before the funds are deposited in the schools accounts, all circuits and schools should be informed in writing of the amount that each will be receiving with an indication of learner enrolment figure that was used to determine the amount. Once the funds have been deposited in the bank accounts of the respective schools, proof to this effect should be provided to the schools within 14 days. In terms of amount allocated per learner, special consideration should be given to special schools.

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4. SCHOOLS

4.1 Schools should arrange with the bank where the account is kept that a hard copy/electronic copy of the bank statement should be provided on a monthly basis.

4.2 The school should issue a school (personalised) receipt (with the school logo, contact details etc.) to the Regional Director and submit with a copy of the bank statement that shows the deposited amount.

4.3 Open a file for Education Grant and file the copy of the bank statement together with the information letter from the region that indicates the calculation of the amount allocated to the school.

4.4 Towards the end of each academic year (October/November) each school should draw up a budget based on a current financial year's allocation. The School Board should present the budget to the parents for input and approval. The signed original copy should be filed in the finance file and the copy forwarded to the Inspector of Education. *The existence of an approved budget authorizes expenditure otherwise all the expenditure that is done in the absence of such document is unauthorized and the principal will be held accountable for the funds.* (see payment mode)

5. BUDGET

What is a budget?

A budget is a financial plan that indicates expected income and expenditures and sets out an organization's expected future results in monetary terms. It is a framework/plan indicating how the finances should be managed within a specific period of time, normally a year. It can be described as a plan for allocation of expenditure and income to achieve the set objectives of the school (See copy example of budget attached). The budget should be in line with the vote as prescribed by the national guidelines.

FINANCIAL YEAR FOR BENEFICIARY SCHOOLS

Note should be taken that with the Education Grant the period of financial year will be different from the academic year. The academic year runs from January to December whereas the availability of Education Grant will be applicable to the financial period of government from April to end of March the next academic year.

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Thus, calls for a change of budget allocation to be able to carry out activities as the EG are released during the year. Only 1/3 of the funds will be available around end of April to July and the rest availed late July to August.

Beneficiary schools should ensure that they close off the academic year with at least 1/3 balance of Education Grant allocated for that year in order to be able to function fully up until money is deposited the following August.

6. BOOKKEEPING AND CONTROL MEASURES

The Principal and the treasurer must maintain effective control measures with regard to the following:

6.1 Prescribed documentation:

Each school should be in possession of the following registers:
6.1.1 School (Personalised) Receipt books
6.1.2 Bank Deposit book
6.1.3 Cheque book
6.1.4 Cashbook
6.1.5 Petty cash book
6.1.6 File for Receipts received
6.1.7 File for Bank statements
6.1.8 File for keeping invoices and proof of Payment
6.1.9 Expenditure authorization by School Board (budget)
6.1.10 File for all Quotations
6.1.11 File for payment request forms
6.1.12 Register of Assets
6.1.13 Commitment Register (optional)

6.2 Handling of receipt books

All the school (personalised) receipt books, deposit and cheque books must be kept locked up in a strong room or a safe or a lockable steel cabinet. All the extra receipt books that are not in use should be numbered and also locked up in a safe place.

The used receipt books should be handed in to be locked away safely for inspection and auditing purposes etc. All schools are advised to use the personalized receipt books instead of the normal ones that anyone can buy from any shop outlet, (see example attached).

Never allow more than one (1) receipt book to be in use unless the decision was taken for different officials to issue receipts per grade due to the size of the school. (Appendix N)

6.3 Collection of funds

Receipts should be issued for:

a) Contributions received

b) Fundraising events and monies raised

c) Cash donations received

d) Direct bank deposits (only when proof of deposit slip is received)

e) Internet transfers (only when amount is shown on the bank statement)

f) Receipts are issued in duplicate with carbon paper in serial number.

g) No alterations to the name or amount in words or figures are permissible.

h) If error is made, that receipt and duplicate should be cancelled and another receipt issued. The original of a cancelled receipt with its duplicate must remain intact in the receipt book. The duplicate of a receipt issued must also remain in the book for inspection and auditing.

6.4 Control of funds received and deposit thereof

6.4.1 Reconcile monies received with receipts

6.4.2 This reconciliation should be done daily/weekly depending on how frequently the school receives the money and the amounts received. NB: Avoid money piling up in the safe, thus, it should be deposited as soon as possible within 14 days.

6.4.3 The treasurer/ assigned staff member that does the control/reconciliation of money received against the receipts should draw a line under the last entry, total it and co-sign it off together with the secretary or the person that collects the payments/cash. In addition, he or she should issue a normal receipt (available at suppliers etc.) to the Administrative Officer or the person that has been collecting the funds and issuing the receipts to the payee. (NB: Every time when money is received, a receipt must be issued). The secretary should have a book in which she paste these receipts as evidence that she/he has handed over such an amount to the treasurer/financial officer on such a date. This receipt can also serve as a

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back-up evidence to validate the collected and deposited amounts during a certain period. The deposit slip must be prepared immediately and money should be deposited in the school account.

6.4.4 Upon return to the school, the official should hand over the deposit book to the treasurer/ assigned staff member.

7. REQUEST FOR PAYMENT

7.1 Authorization of payments

7.1.1 No unbudgeted expenditures should be made without the approval from the school board. If the school board cannot convene a meeting in a reasonable time, the chairperson must approve and the approval of the chairperson must be put on the agenda of the next SB meeting for confirmation.

7.1.1 No instalment sale transaction may be entered into or on behalf of the grant. In case of any, written approval should be sought from the Minister of Education through the Regional Education Director.

7.1.3 Three quotations need to be obtained for the procurement of goods or services that exceeds N$5 000.00. This does not prohibit the schools from getting quotations for /expenditure less than N$5 000.00. However, in case of a sole supplier, a written motivation should accompany the request.

7.2 Supporting documents for payments

7.2.1 The person to procure goods or services should complete payment request form that should be signed by the designated officials for authorisation. (See Appendix D)

7.2.2 The assigned staff member should verify request against the budget and issue a cheque equals to the requested amount. Schools without cheque accounts should use the cash withdrawal forms from the bank as cheques, meaning any two (2) of the signatories should sign the withdrawal form.

7.2.3 The payment request form must be filed in the appropriate file in the sequence of numbers indicated on each form with the latest on top.

7.2.4 Once the payment has gone through the bank and the cheque returned to the school, this same cheque should be attached on the payment request form in the file. The same applies to the school with savings

account; copy of withdrawal form should serve the same purpose as the cheques.

7.2.5 It is advisable to attach the cheque and invoice on the request for payment form and to file as in 7.2.3.

7.2.6 Invoices and quotations must be kept for auditing purpose.

7.2.7 All expenditures should be accompanied by valid invoices.

7.2.8 In case of individuals that cannot issue an official invoice to the school for the services rendered, a designed acknowledgment form should serve as supporting document/evidence for payment received. (Appendix E)

8. BOOKKEEPING AND BANK RECONCILIATION

8.1 Cash Register

A Cashbook must be kept to record the income and expenditure. At the beginning of each month, bank reconciliation must be done.

- *Check the entry on the cash register against the bank statement.*
- *Tick off to determine whether all the deposits as well as the cheques that were written out have gone through the bank.*
- *Take note of wrong transactions, the legitimate ones that do appear thus did not go through the bank and reserve funds for that or make an enquiry at the bank).*

8.2 Petty Cash Book

The school should have a petty cash box where the money can be locked safely. In case of absence of the Administrative Officer / delegated Officer/assigned staff member count and sign off the cash to the next person and recount again upon the return of the Administrative Officer / delegated Officer/assigned staff member. The same principle of cash register also applies here. Income and expenditure should be recorded following the examples of Appendix F-I (See examples attached).

8.3 Electronic recording

Schools that are making use of electronic/computer system to record the transactions (commitment register) should print such register on a monthly basis and reconcile, signed by treasurer and filed. This is to avoid excuses like the computer crashed or has a virus etc. when control issues come in place. (See example attached)

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9. FUNDRAISING ACTIVITIES

9.1 Schools may conduct fundraising activities (bazaars, sales and collections) in order to finance other activities that cannot be catered for by Education Grant

9.2 Keep records of all income and expenditure

9.3 Compile and submit a detailed financial report on total received and amount spent.

10. DONATIONS

10.1 Declare all donations to the Regional Education Director. State the following:
   a) Reason for donation
   b) Details of a donor
   c) Nature of donation
   d) Value of donation
   e) Conditions attached to donation

10.2 Donations in form of materials, equipment
   Separate stock register should be kept for donated items for School Board control

11. ASSETS/STORE REGISTER/INVENTORY AND ANNUAL STOCK TAKING

11.1 Principal should keep assets/stores register/inventory

11.2 The principal should control the use of assets/stores and equipment by means of issue/receipt voucher.

11.3 Annual stock taking
   a) Not later than 30 November
   b) Stock taking certificate should be issued
   c) Copy of the stock taking report should be provided to the School Board and Regional Education Director
   d) Official handing over should take place with the change in leadership.

12. AUDITING OF THE ACCOUNTING BOOKS

School Board should appoint an auditor/suitable person with the knowledge of bookkeeping that will audit the books annually and submit the report. This person should be acquainted with the Policy issues regarding EG as well as the Education Act, 2001, (Act No. 16 of 2001), and should not have any financial interest in the affairs of the school. The financial books should be audited

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during the 3 months after the academic year (Jan-March for EG /SDF reports should be forwarded to the Regional Education Director through the Inspector of Education.

13. EDUCATION ACT, 2001, (ACT NO. 16 OF 2001) AND ITS REGULATIONS

Until such time that the Education Act (Act no 16 of 2001) is reviewed, any reference made in the Education Act (Act 16 of 2001) to SDF shall apply *mutatis mutandis(equally)* to the EG unless expressly stated otherwise herein. All the schools that are beneficiary to the Education Grant should ignore Section 25 from (7)-(13) as it is no longer applicable:

a) Establishment of School Development Fund.

b) Full or partial exemption.

c) Application to the Education Development Fund to compensate for the exemption.

d) Exclusion of the learner from taking part in any activity due to non-payment of SDF.

e) Review of SDF due to high amount charged.

14. SCHOOL BOARD

The custodian of the fund at school level, which is the School Board, is required to ensure that funds are administered correctly with proper bookkeeping. The School Board should appoint in writing the person who will: Collect the funds on behalf of the School Board, mostly the Administrative Officer or any delegated staff member at the school; Serve as the treasurer/assigned staff member, the control officer that will reconcile the cash received with the receipts issued as well as the deposits to be made;

a) The School Board should determine the daily remuneration for short term relief teachers that will be negotiated with the incumbent beforehand and agreed upon in writing. This information should be provided in the Internal Finance Policy as well. These daily rates (qualified or unqualified persons) should be shown in the minutes and known by the staff to avoid inconsistencies and favouritism. This refers to daily rates between N$50-00 and N$150-00 per day depending on

139 whether the person is qualified or not. This is only applicable in case of

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less than 30 days absence of a teacher from work. The Government makes provision for relief appointments in case of leave of absence for more than 30 days and longer **(See Public Service Staff Rule D.1/1/21)**

b) **On the recommendation of the School Board, the Regional Education Director may approve an appropriate rate for the use of private transport taking into consideration circumstances of the roads in the region.**

15. BROAD CONTROL AND RESPONSIBILITIES

The School Board of each state school has the responsibility to exercise broad control over the proper administration of the EG/SDF within the parameters of the Education Act and Regulations to the benefit of the learners and the school. However, Principals are responsible for the day-to-day administration of the EG/SDF. (Appendix L: control/checklist)

Caution:

The School Board should avoid the situation where only one official receives the money, issues the receipts, deposits the monies received and do bookkeeping. This can easily lead to embezzlement or malpractices and inaccurate bookkeeping or disappearance of evidence.

16. DISCREPANCIES DETECTED DURING THE PAST YEARS WITH HANDLING OF SDF

(Most common examples are included to assist the schools to avoid repeating the same mistakes).

a) Principals and financial committees do not control and monitor, thus funds are mismanaged and serious cases have been reported.
b) Budgets not approved by the School Boards.
c) Expenditure incurred without appearing on the approved budget.
d) No proper bookkeeping, transaction not entered into the cash book.
e) Documents not properly filed.
f) Expenditure not incurred according to the votes ("pool").
g) Expenditures incurred from depleted/not budgeted votes, without approved "virementation" by the School Boards.

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h) Financial Reports not provided to the School Boards/Staff/ Parents and Inspectors of Education.

i) Financial books not audited annually.

j) Schools operating on overdraft accounts.

k) Loans/ gifts given to staff members.

l) Teachers' children exempted from SDF payment.

m) More money spent on activities other than activities for the enhancement of teaching and learning.

n) Cash cheques issued to teachers i.e. food for learners, transport etc.- recipient not signing for cash received.

o) **Teaching and learning materials not bought from the funds, although budgeted for.**

p) **Supporting documents of items purchased not available.**

q) "Extra receipt books" are kept to issue receipts thus funds diverted from school bank account to individuals pockets.

r) Only part of money collected is deposited and the rest "used as petty cash" to pay for expenditure incurred.

s) Money not regularly deposited, therefore, interest lost.

t) All financial matters left alone to the Administrative Officer.

u) Very serious cases of mismanagement were detected.

v) Biggest contributor for mismanagement of funds is caused by some school principals who overrule school board chairpersons/ Administrative Officers for payments of unplanned/unauthorized expenditures and as a result creates loopholes that are being capitalized on by the Administrative Officer etc. for embezzlement.

Based on the above findings Regional Offices should embark upon training the School Principals, Administrative officers and School Board members, on Policy issues as well as basic bookkeeping, collecting, handling and depositing of SDF/EG. Newly appointed Principals should be trained as soon as possible.

17. REPORTING

As far as the administration of the Education Grant is concerned, all the beneficiary schools must submit the financial reports that indicate the income as well as expenditure to the School Board that will verify the income and expenditure against the approved budget. The financial reports should be

signed by the School Principal and the Chairperson of the School Board, and then be submitted to the office of Regional Education Director through the Inspector of Education.

Financial Reports should be forwarded to the Inspector of Education on a trimester basis. Feedback should be provided to the schools by the Inspector of Education.

The Regional Education Director may assign an official who should inspect whether the expenditures are in line with the requirements.

18. RESTRICTIONS

School Boards must ensure that the schools do not operate the Education Grant/SDF on an overdraft facility.

19. EDUCATION GRANT GOVERNING DOCUMENTS

Although there is no new regulations governing the Education Grant, except the provision of the Namibian Constitution, Article 20 which mandates the provision of Free Primary Education, the State Finance Act, Act 31 Of 1991 /Treasury Instructions and Education Act, Act No. 16 of 2001, Its Regulations and Formal Education Circular 1 of 2013 remain applicable.

APPENDIX A

UNIVERSAL PRIMARY SCHOOL
Tel: 061-2933281. Fax: 061-2933922, email: upe@iway.na, P. O. Box 000
WINDHOEK, NAMIBIA

APPLICATION FOR (CHEQUE) PAYMENT (REQUEST FORM) 01

DATE: ....

ITEM: ....

SUPPLIER: ....

AMOUNT: ....

MOTIVATION/PURPOSE:

....
....
....

REQUESTED BY: .... DATE: ....

BUDGET LINE (VOTE): .... BUDGET AMOUNT: ....
FUNDS AVAILABLE: .... NEW BALANCE: ....

RECOMMENDED BY: .... DATE: ....

AUTHORISED BY: .... DATE: ....

CHEQUE NO: ....

RECEIVED BY: .... DATE: ....

APPENDIX E

UNIVERSAL PRIMARY SCHOOL
Tel: 061-2933281. Fax: 061-2933922, email: upe@iway.na, P. O. Box 000
WINDHOEK, NAMIBIA

ACKNOWLEDGEMENT: RECEIPT OF PAYMENT 01

This form is only to be completed for informal business i.e. where conventional invoices/receipts cannot be issued esp. for small amounts paid from Petty Cash

I, ……………………………………………………………….. hereby acknowledge receipt of cash to the amount of N$ ……………………………………. from ………………………………………………. as payment for services (description of services rendered)

………………………………………………………………………………………………………

………………………………………………………………………………………………………

………………………………………………… rendered to UPE Primary School.

Place/ Activity: ………………………………………………………………………………

Date service was provided: ……………………………

Signed for the school: ……………………………………   Date: ………………

Signed by service provider: ……………………………   Date: ………………

Contact details: Service provider……………………………………………………

Id: Service provider ……………………………………………………………………

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CIRCUIT SUMMARY FOR THE UTILIZATION OF EDUCATION GRANT (EG) for 2015/2016

REGION: X

CIRCUIT: Y   EXAMPLE FOR REPORTING TO THE REGION

CIRCUIT INSPECTOR:

	INCOME			EXPENDITURE																	
SCHOOL	UPE grant	Vol. contribution: parents/Fundraising	Total income received	Curriculum attainment	Photocopying	Co-extra curricular	Office administration	Transport	Cluster/ circuit Activities	Relief teachers	Cleaning materials	CPD	NSFP	School Board	Minor Maintenance	Petty Cash	External Auditing	Investment	Bank charges	Total Spent	Balance on 31 Dec. 2013
School A	50 000	2 300	52 300	12 000	6 000	5 500	9 500	4 300	2 700	3 200						3 000		0	670	46 870	5 430
School B	28 000	600	28 600	3 300	2 000	1 700	540	2 300	900	600						1 500		0	430	13 270	15 330
School C	74 000	15 700	89 700	14 600	3 500	1 700	9 800	1 650	1 200	930						2 500		30 000	1 200	67 080	22 620
School D	123 500	40 000	163 500	19 500	11 000	7 600	12 000	13 000	2 300	1 790						6 000		50 000	2 300	125 490	38 010
School E	37 000	1 000	38 000	0	2 600	1 550	1 700	1 200	900	1 300						1 000		0	230	10 480	27 520
School F	9 000	25 000	34 000	1 500	0	900	500	10 000	3 500	4 500						3 500		0	650	25 050	8 950
School G	88 700	500	89 200	12 500	11 000	7 000	4 500	2 500	1 700	960						2 500		0	1 230	43 890	45 310
School H	120 000	44 000	164 000	75 000	4 300	5 500	10 000	5 400	4 760	12 000						8 500		0	2 600	128 060	35 940
School I	56 400	600	57 000	4 500	1 700	4 300	9 000	4 500	2 600	900						2 500		10 000	970	40 970	16 030
	586 600	129 700	716 300	142 900	42 100	35 750	57 540	44 850	20 560	26 180						31 000		90 000	10 280	142 900	573 400

The inspector of education should provide such a template to all his/her schools in an electronic version preferably for completion on a trimester basis.

The circuit summary should be done according to the example. The order of the votes should not be changed but kept as is throughout the levels.

The vote that is not applicable to a specific school or circuit should still be on the template in the correct order but just zero entered.

This type of an example can clearly show the inspector on how the individual schools spent the UPE fund and thus can intervene where necessary.

The regional summary must be made by using the same template with the same order of the votes as the summary from the circuits.

No extra vote should be added or deleted from the template to make the summary and harmonization of the regional reports easier.

All the schools should do the reporting to the circuit inspector on a trimester basis for the trimester summary of the circuit to be done and available for action or advise.

All the regions should draw up a regional summary from the circuit summaries, display the data graphically with the pie chart indicating the shares of the votes and summit to

PQA, Ms C. Tsumis-Garises in an electronic version before the end of January every year.

Each region is requested to give an indication of the following as well.

Total of learners enrolled per phase
2013
2014
2015

% of learners that dropped out
2013
2014
2015

% of learners promoted
2013
2014
2015

Please do not hesitate to contact us for any clarification or assistance

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EXAMPLE OF	SCHOOL BUDGET FOR 2015				
INCOME					
MAIN VOTE	SUB-VOTE	TYPE OF INCOME		AMOUNT	
01		UNIVERSAL PRIMARY EDUCATION		250 000	250 000
02		OTHER INCOME		31 500	31 500
	02-001	PARENT CONTRIBUTION (VOLUNTARILY)		7 000	
	02-002	FUND RAISING		12 500	
	02-003	DONATIONS		10 000	
	02-004	BANK INTEREST		2 000	
		ESTIMATED INCOME			281 500

EXPENDITURE					
01		CURRICULUM ATTAINMENT			
	01-001	STATIONERY (TOP UP)			
	01-002	TEACHING AND LEARNING AIDS			
	01-003	TEXTBOOKS AND OTHER LEARNING SUPPORT MATERIALS			
	01-004	LIBRARY SERVICES			
	01-005	EDUCATIONAL TOUR ENTRANCE FEES			
	01-006				
02		EQUIPMENT/MACHINERY/PHOTOCOPYING			
	02-001	TONERS			
	02-002	COPY MACHINES & COPY PAPERS			
	02-003	LEASE AGREEMENT FOR COPIERS			
	02-004	MASTER ROLL			
	02-005	COMPUTERS/PA SYSTEMS/PRINTERS/			
	02-006	PROJECTORS/TAPE RECORDERS			
03		CO-AND EXTRA MURAL/CURRICULAR ACTIVITIES			
	03-001	ATHLETICS/SPORTS/CULTURE			
	03-002	HIV/AIDS RELATED ACTIVITIES/TADA			
	03-003	DEBATING/SCIENCE FAIR			
	03-004	SCHOOL CHOIR/EDUATIONAL EXCURSIONS			
	03-005	ENTRANCE/TOURNAMENT FEES			
	03-006	AFFILIATION FEES			
	03-007	PROVISION FOR OCCASIONAL SECURITY SERVICES			
04		OFFICE ADMINISTRATION			
	04-001	TELEPHONE			
	04-002	INTERNET			
	04-003	FAX			
	04-004	ALARM			
	04-005	CATRIDGES			
	04-006	OFFICE STATIONERY			
	04-007	HEALTH AND MEDICAL SUPPORT			
05		TRANSPORT			
	05-001	SPORT AND CULTURAL			
	05-002	EDUCATIONAL TOURS			
	05-003	CLUSTER			
	05-004	CIRCUIT			
06		CLUSTER /CIRCUIT ACTIVITY			
	06-001	STAFF ALLOWANCES (STIPEND)			
	06-002	CONTRIBUTIONS TOWARDS CLUSTER FUND			
	06-003				
07		RELIEF TEACHERS			
	07-001	HIRING OF RELIEF TEACHERS			
	07-002				

08		CLEANING MATERIALS		
	08-001	CLEANING MATERIALS (TOP -UP)		
	08-002			
09		SCHOOL BASED CPD		
	09-001	STAFF DEVELOPMENT ACTIVITIES		
	09-002			
10		SCHOOL FEEDING PROGRAM		
	10-001	FIRE WOOD		
	10-002	PLATES/SPOONS		
	10-002	SHELTER		
	10-003	CLEANING MATERIALS (DISH CLOTH, DISHWASHING LIQUID ETC.		
11		SCHOOL BOARD RELATED ACTIVITIES		
	11-001	STRANSPORT		
	11-002	REFRESHMENTS		
12		MINOR MAINTENANCE		
	12-001	BUILDINGS		
	12-002	FENCE		
	12-003	EQUIPMENT		
13	13-001	PETTY CASH		
14		PROVISION FOR EXTERNAL AUDIT		
	14-001	ANNUAL AUDITORS FEES		
15		INVESTMENT		
	15-001	AMOUNT INVESTED		
16		PROVISION FOR BANK CHARGES		
	16-001	BANK CHARGES		
		TOTAL ESTIMATED EXPENSES		195 000
		SURPLUS (ESTIMATE)		86 500

COMPILED BY TREASURER:............................ DATE:.......................

SIGNATURE OF SCHOOL PRINCIPAL: .... DATE: ....

APPROVED BY SCHOOL BOARD
CHAIRPERSON: .... DATE:.........................

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ABC PRIMARY SCHOOL

DATE	RECEIPT NO	DESCRIPTION	UPE GRANT	OPENING BANK BALANCE	FUNDRAISING/DONATIONS/PARENT CONTRIBUTION	TOTAL INCOME RECEIVED	DATE	CHEQUE NO.	DESCRIPTION	PHOTOCOPYING	MINOR MAINTENANCE	OFFICE ADMIN	STATIONERY	TRANSPORT	CLUSTER CIRCUIT ACTIVITIES	RELIEF TEACHERS	PETTY CASH	INVESTMENT	SCHOOL CARNIVAL	SPORTS & CULTURE	BANK CHARGES	TOTAL SPENT	BALANCE
2014/01/01	B/F			10 000.00		10 000.00																0.00	10 000.00
2014/02/01						0.00						1 524.00										1 524.00	8 476.00
2014/05/01			50 000.00			50 000.00																0.00	58 476.00
2014/06/01						0.00											500.00					500.00	57 976.00
2014/08/01					5 000.00	5 000.00																0.00	62 976.00
2014/11/01						0.00					319.00											319.00	62 657.00
16/01/14						0.00														500.00		500.00	62 157.00
22/01/14						0.00				400.00												400.00	61 757.00
28/01/14					350.00	350.00							800.00									800.00	60 957.00
			50 000.00	10 000.00	5 350.00	65 350.00				400.00	319.00	1 524.00	800.00	0.00	0.00	0.00	500.00	0.00	0.00	500.00	0.00	4 043.00	61 307.00

0

ANNEXURE B: RESEARCH SCHEDULE

RESEARCH TOPIC: IMPLEMENTATION EVALUATION OF THE UNIVERSAL PRIMARY EDUCATION POLICY IN SELECTED PRIMARY SCHOOLS IN THE KHOMAS REGION – NAMIBIA

Interview Questionnaire for the School Governing Board.

The agenda of this research has been established for the sole determination of consulting the school governing boards to evaluate what variables affect the implementation of the Universal Primary Education policy. Some of the 7 C's protocols by Burger as an extension to Brynard's 5 C's protocols has been used in the study to essentially examine the implementation of the Universal Primary Education policy. The following are the variables to be used:

- Content

- Context

- Commitment

- Capacity

- Clients and Coalitions

- Communication

- Coordination- the final C

The respondents' names will not be mentioned in the study.

1

Section A: Content

Policy content refers to the technique of collaboration between the goals/objectives that were set in the policy and the approaches it will apply to successfully achieve those stated goals/objectives.

Question 1

What are the objectives of the UPE policy?

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………....

Question 2

What are the approaches that the school governing board use to achieve those objectives?

……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………………………………………………………………………
……………………………………....

Section B: Context

Institutional 'context' refers to the environment that is concretely formed by the greater context of economic, social, legal and political realities through which the process of policy implementation must pass.

Question 3

Is there a strategic plan for the school governing board and is the strategic plan aligned with the UPE policy objective?

Yes……………

2

No…………….

If yes, please explain how they are aligned.

……………………………………………………………………………………………
……………………………………………………………………………………………
……………………………………………………………………………………………
………………………………………....

Section C: Commitment

Commitment has to do with 'how solid and strong the policy implementers' commitment is to effectively and successfully implement the policy'.

Governments may have the most logical policies in place in order to guide development in their countries, but if those individuals that are placed in the forefront to carry out these policies are unwilling or more so unable to then its most likely that these policies will fail or have little effect on the policies intended goals/objectives (Warwick, 1982:135).

Question 4

In your own personal view, how strong is the leadership and support of the school governing board for the successful implementation of the UPE policy? Please motivate your answer.

……………………………………………………………………………………………
……………………………………………………………………………………………
……………………………………………………………………………………………
………………………………………....

3

Question 5

In your opinion, what do you think should be done to rise the commitment level for the school governing board to ensure the successful implementation of the UPE policy?

…………………………………………………………………………………………

…………………………………………………………………………………………

…………………………………………………………………………………………

……………………………………....

Section D: Capacity

Capacity has to do with resource allocation needed to essentially implement policies successfully. It looks at the tangible (human, financial, material and technological) and intangible (motivation, commitment and willingness) requirements for achieving policy implementation.

Question 6

Are there adequate resources at your school in place needed to successfully implement the UPE policy?

Yes………….

No…………..

Question 7

If no, what are the resources constraints at your school that are affecting the implementation of the UPE policy?

4

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……………………………………....

Question 8

The school governing board plays a major role in the recruitment of teachers at the school, what criteria do you look at when you appoint teachers?

……

……

……

……………………………………....

Question 9

One of the tasks school governing board is to develop the school infrastructures. Since the implementation of the UPE policy has there been any extension of classrooms?

Yes………….

No…………..

Please explain, why you said either yes/no.

……

……

……

……………………………………....

Section E: Clients and Coalitions

Has to do with the "government joining alliances and actively involving different interest groups and other outside players who actively support a particular implementation process" (Brynard, 2005).

Question 10

In your view, in order to ensure that the UPE policy is successfully implemented what are the critical main issues that need to be effectively addressed by the SGB?

…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
……………………………………....

Section F: Communication

Communication is vital and should be regarded as a variable of the 7 C's that should be integrated by bureaucrats and outsiders (clients and coalitions) for successful policy implementation (Brynard, 2005:21).

Question 11

Is there any sort of communication plan in place between the school governing board and the Ministry of Education to support the implementation process of the UPE policy?

…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
……………………………………....

6

Section I: Coordination – the final C

This is the process of integrating the objectives and activities of separate units in order to achieve the policy goals efficiently.

Question 12

Is there any form of coordination taking place between the school governing boards of different schools in the region that will assist in the successful implementation of the UPE policy?

Yes………….

No…………..

Question 13

If no, in your opinion, what type of coordination practices should be practiced between different school governing boards in order to assist the successful implementation of the UPE policy?

……………………………………………………………………………………………
……………………………………………………………………………………………
……………………………………………………………………………………………
……………………………………….....

ANNEXURE C: RESEARCH SCHEDULE

RESEARCH TOPIC: IMPLEMENTATION EVALUATION OF THE UNIVERSAL PRIMARY EDUCATION POLICY IN SELECTED PRIMARY SCHOOLS IN THE KHOMAS REGION – NAMIBIA

Interview Questionnaire for the Directors of Education at the Head office of the Ministry of Education in the Khomas Region

The agenda of this research has been established for the sole determination of consulting the Directors of Education at the Head office of the Ministry of Education in the Khomas Region to evaluate what variables affect the implementation of the Universal Primary Education policy. 7 C's protocols by Burger as an extension to Brynard 5 C's protocols has been used in the study to essentially examine the implementation of the Universal Primary Education policy. The following are the variables to be used:

- Content

- Context

- Commitment

- Capacity

- Clients and Coalitions

- Communication

- Coordination – the final C

The respondents' names will not be mentioned in the study.

Section A: Content

The content the policy refers to the process of interaction between the setting of the policy goals and the action geared to achieving them.

Question 1

What are the objectives of the UPE policy?

…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………....

Question 2

What are the approaches that were used to achieve those objectives?

…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………....

Question 3

In your own personal opinion, how do you view the 'content' of the UPE policy in terms of its guidelines? Guidelines referring to the approaches it will apply to successfully achieve those stated goals/objectives in the UPE policy.

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Question 4

Rate the 'content' of the UPE policy.

Good, means that the UPE policy has clear and concise goals and objectives that are achievable with the necessary set of implementation tools set out to achieve them.

Fair, means that the UPE policy has clear and concise goals and objectives that are achievable, but that there has been of implementation mechanisms in place in order to achieve the goals/objectives.

Bad, means that the UPE policy goals and objectives where not feasible, and that the mechanisms of implementation to achieve these goals would not be able to achieve these goals/objectives.

Good	
Fair	
Bad	

Please motivate your answer

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Section B: Context

Institutional 'context' refers to the environment that is concretely formed by the greater context of economic, social, legal and political realities through which the process of policy implementation must pass.

Question 5

How is the UPE policy objectives aligned with the national policies objectives such as the NDP?

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Question 6

In your view, in order to ensure that the UPE policy is successfully implemented what are the critical main issues that need to be effectively addressed on an institutional level?

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Question 7

Rate the "context" of the UPE policy.

Good entails that the context of the UPE policy has taken into account the economic, social, legal and political realities in its implementation strategy of the UPE policy

11

Fair entails that the context of the UPE policy has only slightly taken into account the economic, social, legal and political realities in its implementation strategy of the UPE policy.

Bad entails that the context of the UPE policy has not at all taken into account the economic, social, legal and political realities in its implementation strategy of the UPE policy.

Good	
Fair	
Bad	

Please motivate your answer

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Section C: Commitment

Commitment has to do with how solid and strong the policy implementers' commitment is to effectively and successfully implementing the policy.

Governments may have the most logical policies in place in order to guide development in their countries, but if those individuals that are placed in the forefront to carry out these policies are unwilling or more so unable to then its most likely that these policies will fail or have little effect on the policies' intended goals/objectives (Warwick, 1982:135).

12

Question 8

In your own personal view, how strong is the leadership and support for the successful implementation of the UPE policy? Please motivate your answer

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Question 9

In your opinion, what do you think should be done to rise the commitment level of the workforce who are at the forefront of the implementation process of the UPE policy?

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Question 10

In your opinion, what can be done to improve staff commitment and support for the successful implementation of the UPE policy?

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Question 11

13

Rate the 'commitment' of the UPE policy.

Good entails that those put at the forefront (from state level down to street level) of the implementation of the UPE policy all have a very strong commitment to successfully implement the UPE policy.

Fair entails that only those at state level have a solid\strong commitment to successfully implement the UPE policy whilst those at the street level (for instance teachers) do not have a strong commitment to successfully implement the UPE policy.

Bad entails that that those put at the forefront (from state level down to street level) of the implementation of the UPE policy all do not have a strong commitment to successfully implement the UPE policy.

Good	
Fair	
Bad	

Please motivate your answer

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Section D: Capacity

Capacity has to do with resource allocation needed to essentially implement policies successfully. Looking at what are the tangibles (human, financial, material and

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technological) and the intangible (motivation, commitment and willingness) requirements for achieving policy implementation.

Question 12

Are there adequate resources in place needed to successfully implement the UPE policy?

Yes………….

No…………..

Question 13

If no, what are the resource constraints that are affecting the implementation of the UPE policy?

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Question 14

Rate the 'capacity' of the UPE policy.

Good entails that all resources (both tangible and intangible) are in place and available to successfully implement the UPE policy.

Fair entails that only some resources are in place and available to successfully implement the UPE policy.

Bad entails that there are no available resources to successfully implement the UPE policy.

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Good	
Fair	
Bad	

Please motivate your answer

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Section E: Clients and Coalition

Has to do with the government joining alliances and actively involving different interest groups and other outside players who actively support a particular implementation process (Brynard, 2005).

Question 15

Who are the key stakeholders involved in implementing the UPE policy why are they the key partners?

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Question 16

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Are there any official arrangements in place that allow the Ministry of Education to actively involve different interest groups and other outside players in the implementation process of the UPE policy?

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Question 17

In your opinion, what role should the Ministry of Education, private sector, and the community play in implementing the objectives of the UPE policy?

Ministry of Education

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Private sector

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Community

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Question 18

Rate the 'clients and coalitions' of the UPE policy.

Has to do with the "government joining alliances and actively involving different interest groups and other outside players who actively support a particular implementation process" (Brynard, 2005).

Good entails that those put at the forefront of the implementation of the UPE policy have effectively involved different interest groups and other outside players who support the implementation of the UPE policy.

Fair entails that those put at the forefront of the implementation of the UPE policy only involved those target groups to whom the policy is targeted but did not involve interest groups and opinion leaders who might be in support of the implementation of the UPE policy.

Bad entails that those put at the forefront of the implementation of the UPE policy did not involve any target groups, interest groups and other outside players who might be in support of the implementation of the UPE policy.

Good	
Fair	
Bad	

Please motivate your answer

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Section F: Communication

Communication is vital and hence it should also be regarded as a variable of the 7 C's that should be integrated by bureaucrats and outsiders (clients and coalitions) for successful policy implementation (Brynard, 2005:21).

Question 19

Is there any sort of communication plan in place to support the implementation process of the UPE policy?

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Question 20

How would you rate the 'communication' between the stakeholders that are responsible for the implementation of the UPE policy?

Good entails that there are strong communication links between the stakeholders that are responsible for the implementation of the UPE policy

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Fair entails that there is only strong communication links at the state level and there are no communication links with the street level bureaucrats.

Bad entails that there are entirely no communication links at al between the stakeholders that are responsible for the implementation of the UPE policy

Good	
Fair	
Bad	

Please motivate your answer

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Section F: Coordination – the final C

The process of integrating the objectives and activities of separate units in order to achieve the policy goals efficiently.

Question 21

What form of coordination is taking place between school governing boards and between different schools in the region that will assist in the successful implementation of the UPE policy?

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Question 22

In your opinion, what type of coordination practices should be practiced in order to assist the successful implementation of the UPE policy?

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Question 23

Rate the 'coordination' within your department.

Good entails that the collaboration of those charged with the execution of the implementation of the UPE policy work extremely well together to successfully implement the UPE policy.

Fair entails that the collaboration of those charged with the execution of the implementation of the UPE policy only have a slight coordination practices with each other.

Bad entails that the collaboration of those charged with the execution of the implementation of the UPE policy do not entirely work well together.

Good	

21

Fair	
Bad	

Please motivate your answer

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Conclusion

Question 24

In your opinion, what do you think needs to be done to progress the implementation process of the UPE policy?

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ANNEXURE D: RESEARCH SCHEDULE

RESEARCH TOPIC: IMPLEMENTATION EVALUATION OF THE UNIVERSAL PRIMARY EDUCATION POLICY IN SELECTED PRIMARY SCHOOLS IN THE KHOMAS REGION – NAMIBIA

Questionnaire draft for teachers

My name is Victoria Uusiku and I am a student currently undertaking my Master's degree in Public Administration at Stellenbosch University. The agenda of this research has been established for the sole determination of consulting teachers, to evaluate the challenges they face due to the implementation of the UPE policy.

Please note that it is not required of you to write your names.

Question 1

What is the goal of the Universal Primary Education (UPE) policy?

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Question 2

What is your qualification? Please choose

    a. Degree

    b. Diploma

    c. Certificate

    d. Specify if other …………………………………………………………………….

Question 3

Now that the UPE policy has been implemented, has the enrolments rate of learners in your school increased or decreased?

……………………………………………………………………………………

2.1 If they increased, has it affected your quality of teaching?

    a. Yes

    b. No

2.2 If yes, how has the increase of learners in your class affected your quality of teaching?

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a. learners are more disruptive, making it impossible to teach

b. Unable to give individual attention to each learner

c. All of the above

d. Specify if others…………………………………...

Question 4

When compared to the previous education system, how are the performance of your learners under the UPE policy?

a. Excellent
b. Good
c. Remain the same
d. Worse than before

Question 5

Do your learners share textbooks/learning materials?

a. Yes
b. No

5.1 If yes, approximately how many learners share one textbook?

………………………………….

Question 6

Are there enough desks and tables for each learner in your class?

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Question 7

6.1 In your view, do you think that the UPE policy has reached all its state objectives? Please motivate your answer.

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Conclusion

In your opinion, what do you think should be done in order to ensure the successful implementation of the UPE policy?

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Is there anything more that you would like to add?

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THANK YOU VERY MUCH FOR YOUR TIME